

**DEPARTMENT OF DEFENSE APPROPRIATIONS
FOR FISCAL YEAR 2015**

WEDNESDAY, APRIL 2, 2014

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, DC.

The subcommittee met at 10:12 a.m., in room SD-106, Dirksen Senate Office Building, Hon. Richard J. Durbin (chairman) presiding.

Present: Senators Durbin, Leahy, Feinstein, Pryor, Cochran, Murkowski, and Graham.

DEPARTMENT OF DEFENSE

DEPARTMENT OF THE AIR FORCE

OFFICE OF THE SECRETARY

STATEMENT OF HON. DEBORAH LEE JAMES, SECRETARY

OPENING STATEMENT OF SENATOR RICHARD J. DURBIN

Senator DURBIN. The subcommittee meets this morning to receive testimony on the fiscal year 2015 budget request for the United States Air Force. Our apologies for being a little bit late, but we had a scheduled vote and rushed right over.

I am pleased to welcome the Secretary of the Air Force, the Honorable Deborah Lee James; thank you for coming. The Air Force Chief of Staff, General Mark Welsh, III; thank you, General, for being here. The Chief of the National Guard Bureau, General Frank Grass; it is good to see you again. The director of the Air National Guard, Lieutenant General Stanley Clarke, III; General Clarke. And the Chief of Air Force Reserve, Lieutenant General James Jackson; thank you so much. We appreciate you being here.

The fiscal year 2015 President's budget request includes \$108 billion for the Air Force that falls under our jurisdiction. The budget does not include funding for overseas contingency operations, and that is a concern.

Until we receive the President's plan for support in Afghanistan post-2014, it is extremely difficult, if not impossible, to appropriate proper levels of funding to support our warfighters.

PREPARED STATEMENT

This budget establishes obvious priorities and the purpose of this hearing is to investigate the rationale behind those priorities. The

budget submission clearly prioritizes training as part of a long-term plan to restore readiness after sequestration.

The Air Force is also canceling some planned upgrades to legacy equipment in order to fund new capability priorities. In the interest of time, I will ask that the remainder of my opening statement be placed in the record.

[The statement follows:]

PREPARED STATEMENT OF SENATOR RICHARD J. DURBIN

The subcommittee meets this morning to receive testimony on the fiscal year 2015 budget request for the United States Air Force.

I am pleased to welcome:

- the Secretary of the Air Force, the Honorable Deborah Lee James;
- the Air Force Chief of Staff, General Mark Welsh, III;
- the Chief of the National Guard Bureau, General Frank Grass;
- the Director of the Air National Guard, Lieutenant General Stanley Clarke, III;
- and
- the Chief of the Air Force Reserve, Lieutenant General James Jackson.

Thank you for being here with us today and providing your testimony.

The fiscal year 2015 President's budget request includes \$108 billion for the Air Force that falls under the Defense Subcommittee's jurisdiction. The budget request does not include funding for Overseas Contingency Operations, which is a major concern for the committee. Until we receive the President's plans for support in Afghanistan post-2014, it is impossible to appropriate proper levels of funding to support our warfighters serving in war zones.

This budget establishes obvious priorities. The purpose of this hearing is to investigate the rationale behind those decisions and determine whether they are the right ones.

The budget submission clearly prioritizes training, as part of a long-term plan to restore the readiness lost from sequestration.

The Air Force is also cancelling some of its planned upgrades to legacy equipment in order to fund its new capability priorities: the Joint Strike Fighter, the K-46A refueling tanker, and the Long Range Strike Bomber. However, the Air Force has also made some recommendations that cause concern, such as retiring the entire A-10 and U-2 fleets, as well as retiring a portion of the critical support aircraft fleet that have proven invaluable over the last 12 years of war.

In addition, we are concerned as we look across the next 5 years of budgets. The Department of Defense wants to add \$115 billion over the Budget Control Act caps written into law. What happens if these funds don't materialize? Similarly, if funding for education, healthcare, and other domestic programs remains at sequester levels, will the Air Force have more challenges in finding well-educated, fit, and capable young men and women to recruit for the future force?

Throughout this conversation, we cannot waver in protecting our most precious asset—our people. General Welsh, you and I recently had the opportunity to visit Scott Air Force Base in Illinois to discuss its value to the nation and review the tremendous contributions provided by the dedicated men and women who work there. Scott has all Active Duty, Guard and Reserve personnel working side by side, and the Air Force is stronger for it. It was a great visit, I learned a lot, and I come away believing more strongly that we cannot allow budget pressures to squander their skills.

I look forward to working with you, our distinguished panel, throughout the year; so that our fiscal year 2015 appropriations bill can enable the United States Air Force to successfully defend our national interests around the world.

We sincerely appreciate your service to our Nation and the dedication and sacrifices made daily by the men and women in our Air Force.

Senator DURBIN. I turn the floor over to my friend and colleague, Senator Cochran, before recognizing the panel.

STATEMENT OF SENATOR THAD COCHRAN

Senator COCHRAN. Mr. Chairman, I am very pleased to join you in welcoming Secretary James, General Welsh, General Grass, and the leaders of the Air Guard and Reserve, to our committee's hearing to review the Air Force budget request for fiscal year 2015.

PREPARED STATEMENT

I have a statement, which I will ask to be printed in the record, Mr. Chairman, and will look forward to our discussion of the recommendation and the request from this panel. And we thank you for your cooperation.

[The statement follows:]

PREPARED STATEMENT OF SENATOR THAD COCHRAN

Mr. Chairman, I am pleased to join you in welcoming Secretary James and General Welsh, General Grass and the leaders of the Air Guard and Reserve to our committee's hearing to review the Air Force budget request for fiscal year 2015.

Secretary James, let me take the opportunity to welcome you to your first appearance before this committee as Secretary of the Air Force. We thank you for your service as the Air Force continues its vital role in the defense of our Nation both on the ground and in the air and space.

Madam Secretary, based on the information I have received from the Air Force, I question the analysis behind the recommendation to deactivate Keesler's 815th Tactical Airlift Squadron, which we know as the "Flying Jennies", and move the 10 C-130J transport aircraft. I look forward to receiving more information related to the associated costs of the transfer. I hope we can count on you to consult with the members of the Mississippi delegation as we work to understand this proposal.

Keesler Air Force Base was selected as the Air Force's 2013 Installation Excellence award winner which recognizes excellence in services, facilities, and quality-of-life among other things. Keesler and the community banded together after the Gulf Coast were ravaged by Hurricane Katrina. They volunteered and worked tirelessly for months to help rebuild the community and the base. This is something we will never forget.

We are proud to host bases from which Active Duty, Reserve and Air Guard airmen operate and train for a wide range of jobs from pilots to supporting cyber warfare requirements.

We are very proud of the training mission at Keesler Air Force Base which has expanded to support Air Force cyber warfare requirements. Columbus Air Force Base is home to the premier pilot training wing, and the 172nd Air Wing in Jackson, which is home to the Air National Guard's C-17 cargo aircraft unit.

The training and work that takes place in Mississippi contributes to our Nation's air and space superiority, and our state stands ready to expand its role in helping the United States Air Force accomplish its missions.

We look forward to your testimony.

Senator DURBIN. Thank you, Senator Cochran.

And now we will open with Secretary James. Your written statement will be placed in the record. If you would like to summarize it or add to it, this is your opportunity.

SUMMARY STATEMENT OF HON. DEBORAH LEE JAMES

Ms. JAMES. Thank you so much, Mr. Chairman and Vice Chairman Cochran. It is, certainly, a pleasure for me and my colleagues to come before you this morning. And even more so, it is a huge honor and privilege for me to serve as the 23rd Secretary of the Air Force on behalf of our 690,000 Active Duty, Guard, Reserve, civilian airmen, and their families.

I am now all of 3-months-old on the job, and what a busy time it has been. I have been to 18 different bases in 13 States as well as having just returned from my first overseas trip, where I visited with airmen in Germany, Qatar, Kuwait, U.A.E., and Afghanistan, to include Kabul, Bagram, Kandahar, and Shindand. And what I wanted you to know is that at each and every location that I have visited, I have seen really three key things. I have seen terrific leaders who are tackling issues, tough issues. They are tackling them head-on and directly. I have seen superb total force teamwork

everywhere I have been, which is extremely encouraging. And most importantly, I have seen just amazing and very, very innovative airmen who are extremely dedicated to the service of our country; so very inspiring.

With that said, Mr. Chairman, we are living in very challenging times, both in terms of our security environment as well as the budget environment that we are facing. And in our submission that you now have before you, we have attempted to take these challenges on again directly and deliberately and thoughtfully, and we have done so as a team, very inclusively.

To make these choices, we first began with the strategy, and that begins with the strategy of today, which includes defending the homeland against all threats; building security globally by projecting U.S. influence and deterring aggression; and number three, remaining prepared to win decisively against any adversary should deterrence fail.

That is the story of today for our strategy, but there is also the story for tomorrow. The story for tomorrow is we need to invest now in the technologies and platforms. We need to also turn ourselves and direct ourselves to new centers of power and be prepared to operate in a more volatile and unpredictable world, a world in which we can no longer take for granted American dominance of the skies and space.

Now, your Air Force is crucial in this strategy throughout, both the part for today and the part for tomorrow. But the trouble is the likely budget scenarios that we are facing will probably leave us with certain gaps. In fact, I am certain that that will be the case.

Now, having been an observer on the scene of defense for more than 30 years, I know and you know, there are always some degree of gaps that we face between strategy and budgets. They never match exactly. And when those mismatches occur, what we have to do is we have to make decisions. We have to ultimately come down to judgment calls based on our best military judgment about what risks are most prudent; what risks can we assume.

Now, I will grant you this has been a more complex year than most, a more difficult year than most, because there is no low-hanging fruit to capture as part of these budgetary actions. We are grateful for the greater stability and the additional bump-ups that we got in fiscal year 2014 and 2015 through the Bipartisan Budget Act (BBA) and the fiscal year 2014 consolidated appropriations act. It didn't solve all of the issues before us, but it was a great help and we thank you for that.

Our fiscal year 2015 budget hits the target under the BBA, but it also contains what we call the Opportunity, Growth and Security Initiative. That is \$26 billion additional across DOD, \$7 billion of which will come to the Air Force, and we would put that money toward readiness and investment priorities that would help us get closer to where we think we need to be.

So the bottom line here is that the budget and the 5-year plan is one in which we are rebalancing. We are coming out of 13 years of a persistent war in the Middle East, and now we need to rebalance. We need to recapture our complete readiness and our future capability.

It is really not an either/or situation because we very much need to have both in that rebalancing action.

Let me quickly give you some of our major decisions, and I would like to lay them out in terms of the priorities that I have laid out for our Air Force.

And those priorities are number one, taking care of people; two, balancing today's readiness with tomorrow's readiness; and three, ensuring that we have the best Air Force in the world, the most capable Air Force but at the best value for our taxpayers.

So beginning with priority one, as far as I am concerned, 100 percent of the time, it always comes down to people. So taking care of people, to me, means we need to recruit the right people; we need to retain the very best people. Once we have them, we need to develop them. We need to shape the force as we go forward as well and get the right balance between our Active Duty, our National Guard, and our Reserve components. And by the way, our plan going forward does rely more heavily on the National Guard and Reserves, not less reliance, but more reliance.

It also means that we have to communicate well the various force management techniques that we are now utilizing within the force, and, certainly, we are trying to do our best at this.

It also means having diversity of thought and background at the table as we make decisions. We will get better decisions if we achieve that.

We have to protect our most important family programs. We have to ensure that the climate is one of dignity and respect for all.

We have to continue to combat sexual assault and make sure that everybody is living and leading our core values in the Air Force, which are integrity, service, and excellence.

And we need to do fair compensation going forward as well, though we do feel that we have to slow the growth in that compensation; and that is one of those hard decisions that no one is fully happy with, but we feel it is necessary in order to free up money to put back into readiness and modernization for the future.

And that leads me to my second priority, and that is balancing today's readiness with tomorrow's readiness. The readiness of today, of course, is training; it is equipment; it is what we need today to do our job; it has taken a hit over time, particularly last year during sequestration.

So our fiscal year 2015 request fully funds flying hours and other high-priority readiness issues. And we will see, if this is approved, gradual improvements in our readiness. We won't get it all done in 1 year. It is going to take time. But it will set us on the right path.

In terms of our investments for tomorrow, we did protect our F-35 program, the KC-46 tanker, and the long-range strike bomber, which are the three top priorities in terms of new investment programs.

We also, of course, continue to support the nuclear triad, two-thirds of which are ICBMs (intercontinental ballistic missiles), and our bombers are in the Air Force.

We also have begun to replace, or we have made decisions to replace, our aging platforms like the Combat Rescue Helicopters and

invest in a new jet engine technology that promises reduced fuel consumption, lower maintenance, and will help our industrial base.

Now to pay for all of this, given our budget realities, we had to make some very tough choices. So we are proposing to retire some entire fleets. That way we will get billions of dollars of saving versus millions of dollars. This will include the A-10 and the U-2, two terrific platforms that have served us well for years. But again, tough choices were in order.

We will also have to limit the growth of combat air patrols. We will retire our fleet of Predators over time, the MQ-1, in favor of a fully capable MQ-9 Reaper fleet in the future.

So these are just a few of the trade-offs. But by doing so, we can ensure that we will maximize our combat capability in the future and maximum combat power at the best cost to the taxpayer, which leads me to priority number three, and that is make every dollar count.

So in these tough budgetary times, in particular, we need to make sure that every dollar counts. So to me this means we are going to be focusing on keeping our acquisition programs on budget and on schedule. We are going to continue to move forward and get to a point where we are auditable as the Department of Defense (DOD) and as the Air Force.

We are going to trim overhead, including that 20-percent reduction you have heard the Secretary of Defense talk about. By the way, I do want to join with the Secretary and ask you to please approve another round of BRAC (base realignment and closure) in 2017.

Now, while sequestration level funding will have us spend less in the short term, the ramifications of returning to lower levels and sequestration levels in fiscal year 2016, we feel, will compromise our national security simply too much. And so we would ask, please, do whatever you can, so that we will not return to the sequestration levels in 2016.

But if we must, we have thought through how we would manage that as well. So if we were to return to fiscal year 2016 sequestration levels, we would have to retire up to 80 more aircraft, including the KC-10 tanker fleet. We would have to defer some sensor upgrades that we want to do to the Global Hawk, that would bring it up to parity with the U-2.

We would have to slow the purchases of F-35s. We would have to have fewer combat air patrols, fewer Predator and Reaper patrols. We couldn't do that next generation jet engine program I told you about. We would probably need to re-evaluate the Combat Rescue Helicopter and some of our other important programs.

So that return to sequestration would have very serious ramifications in 2016 for us if we have to do so. And again, we ask you to please support the higher levels going forward in the 5-year plan.

PREPARED STATEMENT

I will conclude, Mr. Chairman, by giving you my vision for the Air Force, where I hope the Air Force will be 10 years from now.

I am certain our Air Force will be smaller, but it will be highly capable and it will be innovative and it will be ready. We will be

a good value for the taxpayers, and we will be recognized as such. We will be able to respond to problems when our country asks us to step up overseas to whatever mission comes our way, unparalleled airpower, as well as here at home when disaster strikes us. We will be more reliant on our National Guard and Reserve because it makes good mission sense and it is a good value for the taxpayer, and it will be powered by the best airmen on the planet.

I thank you so much for what you do for our Nation and look forward to your questions.

[The statement follows:]

PREPARED STATEMENT OF HON. DEBORAH LEE JAMES AND
GENERAL MARK A. WELSH, III

INTRODUCTION

America's Airmen and Air Force capabilities play a foundational role in how our military fights and wins wars. The Air Force's agile response to national missions—in the time, place, and means of our choosing—gives our Nation an indispensable and unique advantage that we must retain as we plan for an uncertain future. Whether responding to a national security threat or a humanitarian crisis, your Air Force provides the responsive global capabilities necessary for the joint force to operate successfully.

It takes the combined efforts of all of our military Services and the whole of government to deny, deter, and defeat an enemy, and over the last decade this integration has tightened. Just as we depend on our joint partners, every other Service depends on the Air Force to do its job. Whether it is Global Positioning System (GPS) information to navigate waterways, airlift to get troops to and from the fight, manning intercontinental ballistic missile (ICBM) silos to deter aggression, or reconnaissance and satellite communication to tell forces where enemy combatants gather or hide, the Air Force provides these capabilities, as well as many others. Here at home, our Airmen patrol the skies ready to protect the homeland and are integral to the movement of people and lifesaving supplies when disasters, like Hurricane Sandy or the California wildfires, strike. This capability to see what is happening and project power anywhere in the world at any time is what Global Vigilance, Global Reach, and Global Power are all about.

The current fiscal environment requires the Air Force to make some very tough choices. When making decisions about the best way for the Air Force to support our Nation's defense, the abrupt and arbitrary nature of sequestration created a dilemma between having a ready force today or a modern force tomorrow. To best support national defense requirements, comply with the Defense Department's fiscal guidance, and meet defense strategy priorities, as updated by the 2014 Quadrennial Defense Review (QDR), we attempted to preserve capabilities to protect the homeland, build security globally, and project power and win decisively. To do this the Air Force emphasized capability over capacity. We worked hard to make every dollar count so we could protect the minimum capabilities for today's warfighting efforts, while also investing in capabilities needed to defeat potential high-end threats of the future. Moving forward, we seek to maintain a force ready for the full range of military operations while building an Air Force capable of executing our five core missions: (1) air and space superiority; (2) intelligence, surveillance, and reconnaissance (ISR); (3) rapid global mobility; (4) global strike; and (5) command and control, all against a well-armed and well-trained adversary in 2023 and beyond.

STRATEGIC ENVIRONMENT

The United States Air Force has long enjoyed technological superiority over any potential adversary. However, the spread of advanced technology has eroded this advantage faster than anticipated. The proliferation of nuclear weapons, cyber capabilities, cruise missiles, ballistic missiles, remotely piloted vehicles, air defense systems, anti-satellite development efforts, and technologically advanced aircraft, including 5th generation fighters, are particularly concerning. Increased access to such capabilities heightens the potential for the emergence of additional near-peer competitors—adversaries capable of producing, acquiring, and integrating high-end capabilities that rival or equal our own and can possibly deny our freedom of action. This means we may not be able to go where we need to in order to protect our national security interests. This dynamic security environment creates both opportunities and challenges for the United States. As we address known threats, we must

also have the vision to understand the changing strategic landscape, and keep an open mind with regard to which of these changes represent true threats, and which may present strategic opportunities.

FISCAL ENVIRONMENT

Historical Perspective

The Air Force has always had to balance what we can do (capability), how much we have to do it with (capacity), and how well trained and responsive we need to be (readiness). However, over time our trade space has been shrinking. As an Air Force, with respect to aircraft and personnel, we are on course to be the smallest since our inception in 1947. After peaking at 983,000 active component Airmen in 1952, we have consistently gotten smaller. While the military as a whole has grown since 9/11, the Air Force has further reduced our active component end strength from 354,000 to just over 327,600 today. Also, the Air Force post-war budget drawdowns in the 1950s and 1970s were followed by major acquisition programs that fielded most of our current missile, bomber, tanker, fighter, and cargo inventory, yet post 9/11 investments have replaced less than 5 percent of the currently active combat aircraft. Since 1990, our aircraft inventory has decreased from 9,000 to 5,400 aircraft, and the average aircraft age has increased from 17 to 27 years. Additionally, since 1962, our annual budget's non-Blue Total Obligation Authority (TOA) (funding that the Air Force does not control and cannot use to balance other requirements) has risen to more than 20 percent of our total Air Force TOA.

This narrow trade space and constrained funding leave no room for error. Past drawdown strategies suggest that the Air Force should prioritize high-end combat capabilities; near-term procurement of highly capable and cost-effective weapons and munitions as force multipliers; and long-term research and development for the next-generation weapon delivery platforms. Simultaneously, we must gain and maintain readiness across the full range of operations.

Fiscal Realities

In fiscal year 2015, the Air Force must be able to execute national defense requirements while also recovering from the impacts of fiscal year 2013 sequestration, and adjusting to the fiscal year 2014 Bipartisan Budget Act (BBA) funding levels and the uncertainty in the future years planned budget top line for fiscal year 2016 and beyond. We are working hard to make the right choices that maximize each taxpayer dollar and ensure we can meet national security needs today and in the future.

Effects of Fiscal Year 2013 Budget and Sequestration

The magnitude of the cuts generated in fiscal year 2013 by sequestration was difficult to absorb in the short term. We stood down 31 active component squadrons for more than 3 months. We initiated civilian furloughs, putting extreme stress on the workload and personal finances of our civilian workforce. We cut maintenance of our facilities, in many cases by 50 percent, and delayed major maintenance actions, including depot aircraft overhauls.

With support from Congress, the Air Force was able to realign \$1.7 billion into operations accounts. This allowed us to cover our overseas contingency operations requirements and enabled us to resume flying operations, but these budget adjustments came at a sacrifice to future weapon system modernization. Of the units affected by the fiscal year 2013 sequestration, only about 50 percent have returned to their already degraded pre-sequestration combat ready proficiency levels, and it will take years to recover from the weapon system sustainment backlog.

Fiscal Year 2014 Game Plan

Though the BBA and the fiscal year 2014 Appropriations Act provided partial sequestration relief in fiscal year 2014, and some help for fiscal year 2015, they do not solve all of our problems. The additional funds help us reverse our immediate near-term readiness shortfalls and enable the Air Force to build a plan that mostly shields our highest priorities, including: flying hours; weapon system sustainment; top three investment programs; and key readiness requirements such as radars, ranges, and airfields. However, the tightening fiscal caps combined with the abrupt and arbitrary nature of sequestration clearly drove the Air Force into a "ready force today" versus a "modern force tomorrow" dilemma, forcing us to sacrifice future modernization for current readiness.

This dilemma is dangerous and avoidable and will continue to be a threat in 2015 and beyond. If given the flexibility to make prudent cuts over time and avoid sequestration, we can achieve significant savings and still maintain our ability to provide Global Vigilance, Global Reach, and Global Power for the Nation.

Fiscal Year 2015 and Beyond—Long Range Vision

The fiscal year 2015 President's budget (PB) is our effort to develop and retain the capabilities our Nation expects of its Air Force within the constraints placed upon us. The least disruptive and least risky way to manage a post-war drawdown is to wait until the end of the conflict to reduce spending and to provide a ramp to the cuts. Sequestration provides no such ramp. However, the fiscal year 2015 PB in conjunction with the BBA does allow for a more manageable ramp, as seen in Chart I, Air Force Budget Projections. This funding profile allows us to move toward balance between capability, capacity, and readiness.

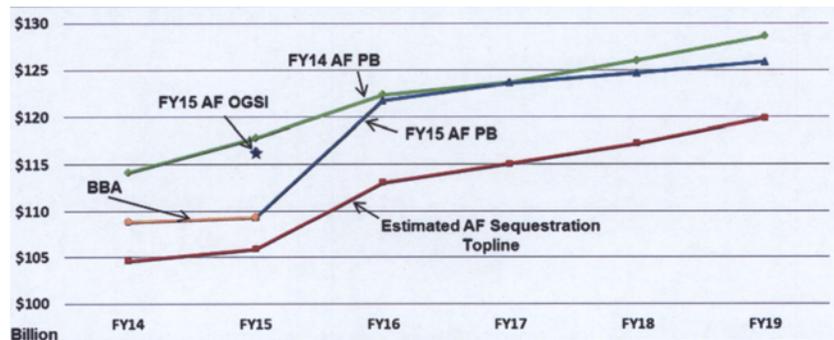


CHART I: AIR FORCE BUDGET PROJECTIONS

Maintaining the fiscal year 2015 PB top line level of funding will provide the time and flexibility to make strategic resourcing choices to maximize combat capability from each taxpayer dollar. If we continue to be funded at the fiscal year 2015 PB top line level we can continue a gradual path of recovery to full-spectrum combat readiness, preserve munitions inventories, and protect investments such as the new training aircraft system and the next generation of space-based systems. Additionally, the President has proposed an additional Opportunity, Growth, and Security Initiative (OGSI) to accompany the fiscal year 2015 budget request. For the Air Force, this \$7 billion additional investment would enhance our readiness posture, enable us to fund critical modernization programs, accelerate recapitalization efforts, and improve our installations and bases.

A sequestration-level budget would result in a very different Air Force. We are aggressively seeking innovative cost savings and more efficient and effective ways of accomplishing our missions; however, these initiatives will not be sufficient to reach sequestration funding levels. To pay the sequestration-level bill we will have to sacrifice current tanker and ISR capacity by divesting KC-10 and RQ-4 Block 40 fleets, all of our major investment programs will be at risk, and our readiness recovery will be significantly slowed due to required cuts in weapon system sustainment and ranges.

FISCAL YEAR 2015 BUDGET DECISION METHODOLOGY

During the development of the fiscal year 2015 budget submission, the Air Force took a bold but realistic approach to support the Air Force 2023 framework and the 2012 Defense Strategic Guidance, as updated during deliberations on the 2014 QDR. To do this within fiscal guidance, including the Strategic Choices and Management Review, we had to make difficult trades between force structure (capacity), readiness, and modernization (capability). As a result, the Air Force established four guiding principles to steer our strategy and budget process.

- We must remain ready for the full-spectrum of military operations;
- When forced to cut capabilities (tooth), we must also cut the associated support structure and overhead (tail);
- We will maximize the contribution of the Total Force; and
- Our approach will focus on the unique capabilities the Air Force provides the joint force, especially against a full-spectrum, high-end threat.

When building the budget, there were no easy choices. We divested fleets and cut manpower that we would have preferred to retain. We focused on global, long-range, and multirole capabilities, especially those that can operate in contested environments, which meant keeping key recapitalization programs on track. We made these choices because losing a future fight to a high-end adversary would be catastrophic.

Full-Spectrum Readiness

Because of our global reach, speed of response, and lethal precision, the Air Force is the force that the Nation relies on to be first in for the high-end fight. This is our highest priority. To do this we must be ready across the entire force. This means we need to have the right number of Airmen, with the right equipment, trained to the right level, in the right skills, with the right amount of support and supplies to successfully accomplish what the President tasks us to do in the right amount of time . . . and survive.

Over the past 13 years, the Air Force has performed exceptionally well during combat operations in Iraq and Afghanistan. However, these operations have focused on missions conducted in a permissive air environment and with large footprints for counterinsurgency. This left insufficient time or resources to train across the full range of Air Force missions, especially missions conducted in contested and highly contested environments. To ensure success in future conflicts, we must get back to full-spectrum readiness. We can only get there by funding critical readiness programs such as flying hours, weapon system sustainment, and training ranges, while also balancing deployments and home-station training—in short, reducing operational tempo. This will not be a quick fix; it will take years to recover. If we do not train for scenarios across a range of military operations, including a future high-end fight, we accept unnecessary risk. Risk for the Air Force means we may not get there in time, it may take the joint team longer to win, and our military service members will be placed in greater danger.

Fleet Divestment

Given the current funding constraints, the Air Force focused on ways to maximize savings while minimizing risk to our joint forces and our ability to support national defense requirements. Every aircraft fleet has substantial fixed costs such as depot maintenance, training programs, software development, weapons integration, spare parts, and logistics support. Large savings are much more feasible to achieve by divesting entire fleets rather than making a partial reduction to a larger fleet. This allows us to achieve savings measured in the billions rather than “just” millions of dollars.

Upon first glance, divesting an entire fleet is undesirable because it removes all of a fleet’s capabilities from our range of military options. For example, divesting the A-10 causes a loss of combat-tested aircraft optimized to conduct the close air support mission. However, the A-10 cannot conduct other critical missions, such as air superiority or interdiction, and cannot survive in a highly contested environment. Air superiority, which gives ground and maritime forces freedom from attack and the freedom to attack, is foundational to the way our joint force fights. It cannot be assumed, must be earned and is difficult to maintain. One of the dramatic advantages of airpower in a major campaign is its ability to eliminate second echelon forces and paralyze the enemy’s ability to maneuver. As the Air Force becomes smaller, we must retain multirole aircraft that provide greater flexibility and more options for the joint force commander.

Another example is the Air Force’s U-2 and RQ-4 Global Hawk Block 30, high-altitude ISR aircraft. The U-2 has been the combatant commanders’ high-altitude ISR platform of choice due to its exceptional reliability, flexibility, survivability, and sensor capabilities. In the current fiscal environment, the Air Force cannot afford to maintain both platforms. While both have performed marvelously in Afghanistan and other theaters worldwide, the Global Hawk RQ-4 Block 30 provides unmatched range and endurance and, after multiple years of focused effort, now comes at a lower cost per flying hour. With responsible investment in sensor enhancements, the Global Hawk RQ-4 Block 30 can meet high-altitude, long endurance ISR requirements. Therefore, long-term affordability after near-term investments provides a stronger case for the RQ-4 Global Hawk Block 30 in a constrained funding environment.

To support combatant commanders and act as good stewards for the taxpayer, we need to divest entire fleets of aircraft to achieve large savings while preserving the capabilities the Air Force uniquely provides to the joint force.

Active Component/Reserve Component (AC/RC) Mix

American Airmen from each component—Regular Air Force, Air National Guard, and Air Force Reserve—provide seamless airpower on a global scale every day. The uniformed members of today’s Total Force consist of approximately 327,600 Regular Air Force Airmen, 105,400 Air National Guardsmen, and 70,400 Air Force Reserve Airmen actively serving in the Selected Reserve, as authorized by the fiscal year 2014 National Defense Authorization Act (NDAA). Over the past two decades, to meet combatant commander requirements and the demands of recurring deploy-

ments, the Air Force has increasingly called upon its Total Force. This elevated use of the Air National Guard and Air Force Reserve has transformed a traditionally strategic reserve force into a force that provides operational capability, strategic depth, and surge capacity. As the Air Force becomes smaller, each component will increase reliance on one another for the success of the overall mission.

To meet Department of Defense (DOD) strategic guidance for a leaner force that remains ready at any size, the Air Force plans to remove approximately 500 aircraft across the inventories of all three components, saving over \$9 billion. Additionally, the Air Force has instituted an analytical process of determining the proper mix of personnel and capabilities across the components to meet current and future requirements within available resources. Air Force leadership representing the active and reserve components, including adjutants general, teamed to develop the Air Force fiscal year 2015 Total Force Proposal (TFP-15) that preserves combat capability and stability for our Total Force. Taking into account recent lessons learned and existing fiscal realities, this compilation of actions maximizes every dollar and leverages opportunities to move personnel and force structure into the reserve component, while still preserving capability and capacity across all three components. To do this, the Air Force plans to transfer aircraft from the active component to the Air National Guard and the Air Force Reserve, including the transfer of flying missions to locations that would otherwise have no mission due to fleet divestments. This effort helps the Air Force maintain combat capability within mandated budgetary constraints by using the strength and unique capabilities of the Guard and Reserve components to make up for capabilities lost as active duty end strength declines, a concept known as compensating leverage. Leaders from all three components developed the TFP-15 plan which accomplishes these objectives using the following principles as guidelines:

- Where possible, replacing divested force structure with like force structure (e.g., A-10 with F-16);
- Adding similar force structure without driving new military construction;
- Adding same-type force structure to units where possible and returning mission sets to locations where they were previously located;
- Considering opportunities to realign force structure to the reserve component prior to any decision to completely divest aircraft; and
- Considering new aircraft deliveries as options for mission transition at uncovered locations.

In January 2013, as part of the Air Force's effort to optimize the capabilities of the active and reserve components, the Secretary of the Air Force (SecAF) and the Chief of Staff of the Air Force (CSAF) established the Total Force Task Force (TF2) to explore and leverage the unique strengths and characteristics of each component. This task force conducted a comprehensive review of Total Force requirements, offered ideas for improving collaboration between the three components, and gave us a starting point for future Total Force analysis and assessment efforts. To continue the body of work initiated by the TF2, and facilitate a transition to a permanent staff structure, the CSAF directed the stand-up of a transitional organization, the Total Force Continuum (TF-C), on October 1, 2013. The TF-C is continuing to develop and refine decision support tools that will help shape and inform the fiscal year 2016 budget deliberations.

The Air Force has made great strides in understanding how a three-component structure can operate as a powerful, efficient, and cost-effective Service that maximizes the integrated power of our air, space, and cyberspace forces. This needs to be the way we do business, without even thinking about it. We will continue to seek ways to strengthen and institutionalize the collaboration and cooperation between the components, including reviewing the National Commission on the Structure of the Air Force's findings. Our initial examination of the Commission's report suggests a great deal of symmetry between many of their recommendations and current Air Force proposals for the way ahead. The Air Force is committed to ensuring that our Total Force is fully synchronized to deliver an unparalleled array of airpower anywhere in the world.

Recapitalization vs. Modernization

One of the most critical judgments in building the Air Force plan for 2015 and beyond was how to balance investment in our current aging fleet against the need to buy equipment that will be viable against future adversaries. Forced to make tough decisions, we favored funding new capabilities (recapitalization) over upgrading legacy equipment (modernization). We cannot afford to bandage old airplanes as potential adversaries roll new ones off the assembly line. For example, the backbone of our bomber and tanker fleets, the B-52 and KC-135, are from the Eisenhower era, and our 4th generation fighters average 25 years of age. That is why our top

three acquisition priorities remain the KC-46A aerial tanker, the F-35A Joint Strike Fighter, and the Long Range Strike Bomber (LRS-B).

The KC-46A will begin to replace our aging tanker fleet in 2016, but even when the program is complete in 2028 we will have replaced less than half of the current tanker fleet and will still be flying over 200 KC-135s. Similarly, our average bomber is 32 years old. We need the range, speed, survivability, and punch that the LRS-B will provide. Tankers are the lifeblood of our joint force's ability to respond to crisis and contingencies, and bombers are essential to keeping our Air Force viable as a global force. In our fiscal year 2015 budget submission, we have fully funded these programs.

The F-35A is also essential to any future conflict with a high-end adversary. The very clear bottom line is that a 4th generation fighter cannot successfully compete with a 5th generation fighter in combat, nor can it survive and operate inside the advanced, integrated air defenses that some countries have today, and many more will have in the future. To defeat those networks, we need the capabilities the F-35A will bring. In response to tightening fiscal constraints, the Air Force has deferred four F-35As in the Future Years Defense Program (FYDP). If the President's projected top-line enhancements are not realized, and future appropriations are set at sequestration-levels, the Air Force may lose up to 19 total F-35As within the FYDP.

Moving forward, we cannot afford to mortgage the future of our Air Force and the defense of our Nation. Recapitalization is not optional—it is required to execute our core missions against a high-end threat for decades to come.

MAKING EVERY DOLLAR COUNT

Program Stewardship

The Air Force and our Airmen are committed to being good stewards of every taxpayer dollar. One way we are doing this is by making sound and innovative choices to maximize combat capability within available resources. Recently, the Air Force announced its intent to proceed with the program to ensure the continued availability of the Combat Rescue Helicopter (CRH). The CRH contract award protects a good competitive price and effectively uses the \$334 million Congress appropriated to protect the program.

Another example of maximizing the bang out of each taxpayer buck is the KC-46A tanker contract. The recapitalization of the Air Force's tanker fleet is one of our top three priorities, and the fixed-price contract for 179 aircraft represents an outstanding return on investment for the Air Force and the American people. The program is currently on track in cost, schedule, and technical performance, and in the fiscal year 2015 PB we were able to save \$0.9 billion in KC-46A Aircrew Training System and other KC-46A program risk adjustments based on successes to date. Keeping this program on a stable funding path is imperative to meeting our contractual obligations and ultimately to our Air Force's ability to meet national defense requirements.

The Air Force remains committed to delivering space capabilities at a better value to the taxpayer. In cooperation with Congress and the office of the Secretary of Defense, we have used the Efficient Space Procurement strategy to drive down costs of two key satellites, Space-Based Infrared System (SBIRS) and Advanced Extremely High Frequency (AEHF). Through stable research and development funding, block buys, and fiscal authority to smooth our spending profile combined with strong contracting and negotiation approaches using fixed price contracts and "should cost" reviews, the Air Force has been able to achieve significant savings. For satellites 5 and 6 of the AEHF program, these practices reduced Air Force budget requirements \$1.6 billion¹ from the original independent cost estimate of the Cost Assessment and Program Evaluation office (CAPE). For SBIRS 5 and 6 these practices have already reduced the budget \$883 million² from the original CAPE estimate and negotiations are still ongoing. Since our policy is to fund to the CAPE independent cost estimates, these savings are real dollars that are now available to reduce the pressure on our budget.

Perhaps the best results are on the Evolved Expendable Launch Vehicle (EELV) program where we have used competition, long-term contracts (where there is only one provider), and good understanding of costs to get better deals for the government. This year's budget reduces the program by \$1.2 billion. Combined with prior year Air Force reductions and savings for the National Reconnaissance Office, we have reduced the total program by \$4.4 billion since its "high water mark" in the

¹ Fiscal year 2012–fiscal year 2017 savings.

² Fiscal year 2013–fiscal year 2018 savings.

fiscal year 2012 budget. The Air Force remains committed to driving competition into the launch business and we are actively supporting new entrants in their bids for certification. At the same time we must maintain our commitment to mission assurance that has resulted in unprecedented success. We have had 68 successful EELV launches and 30 additional successful National Security Space launches in a row, but we know that the only launch that matters is the next one.

These are just a few examples of how the Air Force is optimizing our allocated resources. Good stewardship of the taxpayer's dollars demands we look for more efficient ways to accomplish the mission as an inherent part of our program and budget decisionmaking process every year.

Energy

To enhance mission capability and readiness, the Air Force is diligently managing our resources including our demand for energy and water. By improving the efficiency of our processes, operations, facilities, and equipment, the Air Force can generate cost savings and decrease our reliance on foreign energy sources. The Air Force has reduced its facility energy consumption by 20 percent since 2003 and has instituted a number of fuel saving initiatives, reducing the amount of fuel our aircraft have consumed by over 647 million gallons since 2006. Additionally, we are investing \$1.4 billion across the FYDP for next generation jet engine technology that promises reduced fuel consumption, lower maintenance costs, and helps ensure a robust industrial base. By instituting aircraft and installation efficiencies over the past 5 years, we avoided an energy bill \$2.2 billion higher in 2013 than it would have been otherwise.

Base Realignment and Closure (BRAC)

As we make efforts to become more efficient by improving and sustaining our installations, we also recognize we carry infrastructure that is excess to our needs. The Air Force is fully involved in the office of the Secretary of Defense led European Infrastructure Consolidation efforts. Since 1990, the Air Force has decreased European main operating bases from 25 to 6, returning more than 480 sites to their respective host nations and reduced Air Force personnel in Europe by almost 70 percent. While we have made large reductions in base infrastructure overseas, and previous BRAC rounds made some progress in reducing U.S. infrastructure, we still spend more than \$7 billion operating, sustaining, recapitalizing, and modernizing our physical plants across the Air Force each year. While our best efforts to use innovative programs have paid dividends, such as recapitalizing our housing through privatization and pursuing public-public and public-private partnerships, we continue to spend money maintaining excess infrastructure that would be better spent recapitalizing and sustaining weapons systems, training for readiness, and investing in our Airmen's quality of life needs. The Air Force has limited authority under current public law to effectively consolidate military units or functions and then divest real property when no longer needed. To save considerable resources, we request BRAC authority in 2017.

Military Compensation

Military compensation has risen over the last decade and has helped the Air Force to recruit and retain a world class force in the midst of an extended period of high operations tempo. To sustain the recruitment and retention of Airmen committed to serve the Nation, military compensation must remain highly competitive. However, in light of projected constraints on future defense spending DOD needs to slow the rate of growth in military compensation in order to avoid deeper reductions to force structure, readiness, and modernization efforts critical to support the warfighter and the national defense. The Air Force supports the military compensation recommendations and will reinvest the savings back into readiness to provide our Airmen with the necessary resources to remain the best equipped and best trained Air Force in the world.

AIRMEN

Innovative Force

We are the best Air Force in the world because of our Airmen. We continue to attract, recruit, develop, and train Airmen with strong character who are honor bound, on and off-duty, by the Air Force's core values of Integrity First, Service Before Self, and Excellence in All We Do. We depend on a workforce that leads cutting-edge research, explores emerging technology areas, and promotes innovation across government, industry, and academia.

The budgetary constraints in fiscal year 2014 and beyond force the Air Force to become smaller. However, as we shrink, we must continue to recruit and retain men

and women with the right balance of skills to meet Air Force mission requirements, and maintain a ready force across the full-spectrum of operations. Attracting science, technology, engineering, and mathematics (STEM) talent to our civilian workforce has been hampered by furloughs, hiring and pay freezes, and lack of professional development opportunities. Despite fiscal constraints, the Air Force needs to continue to attract and nurture our Nation's best and brightest into both our military and our civilian workforces, because it is our innovative Airmen who continue to make our Air Force the best in the world.

Airmen and Family Support

Airmen and their families are our most important resource. We are committed to fostering a culture of dignity and respect, and to ensuring an environment where all Airmen have the opportunity to excel. As a result, the Air Force will preserve our core services programs (fitness, childcare, and food services) and warfighter and family support programs. Unfortunately, the budget environment necessitates consequential reductions to morale, welfare, and recreation programs at U.S.-based installations to affect cost savings. We will do so in a manner that provides commanders as much flexibility as possible to respond to their individual military community needs and unique geographic situations.

Air Force Sexual Assault Prevention and Response

The Air Force's mission depends on Airmen having complete trust and confidence in one another. Our core values of Integrity, Service and Excellence, define the standard. Sexual assault is absolutely inconsistent and incompatible with our core values, our mission, and our heritage. As such, our SAPR program is a priority both for ensuring readiness and taking care of our Airmen.

During the last year, the Air Force has worked hard to combat sexual assault. We have invested in programmatic, educational, and resourcing efforts aimed at reinforcing a zero tolerance environment. Our SAPR office now reports directly to the Vice Chief of Staff of the Air Force. We revamped our wing and group commanders' and senior non-commissioned officers' sexual assault response training courses, established full-time victim advocates with comprehensive training and accreditation requirements, and implemented the Defense Sexual Assault Incident Database to streamline data collection and reporting efforts.

The Air Force has been DOD's leader in special victim capabilities, particularly with the success of the Air Force's Special Victim's Counsel (SVC) program. The SVC program provides victims with a dedicated legal advocate whose sole job is to help the victim through the often traumatizing legal process following an assault. So far the results have been exceptional. Since the program's implementation, more than 565 Airmen have benefited from SVC services, and in fiscal year 2013, 92 percent of the victims reported that they were "extremely satisfied" with SVC support. Due to its success, the Secretary of Defense has directed all Services to stand up similar SVC programs. The Air Force has also established a team of 10 Special Victims' Unit senior trial counsels and 24 Air Force Office of Special Investigations agents who have received advanced education and training to work sexual assault cases.

Providing a safe, respectful, and productive work environment free from sexual innuendo, harassment, and assault is the responsibility of every Airman, and the Air Force is committed to realizing this vision.

Diversity

The Nation's demographics are rapidly changing, and the makeup of our Air Force must reflect and relate to the population it serves. To leverage the strengths of diversity throughout our Air Force, our leaders must develop and retain talented individuals with diverse backgrounds and experiences, and create inclusive environments where all Airmen feel valued and able to contribute to the mission. Air Force decisionmaking and operational capabilities are enhanced by enabling varied perspectives and potentially creative solutions to complex problems. Moreover, diversity is critical for successful international operations, as cross-culturally competent Airmen build partnerships and conduct the full range of military operations globally.

The competition for exceptional diverse talent will remain fierce. To compete with other government agencies and the business sector to attract and recruit the Nation's finest talent, the Air Force must develop an accessions strategy that taps new markets of diverse, high performing youth. In a similar sense, the Air Force must continue targeted development of existing talent, and continue to promote a comprehensive mentorship program that trains all Airmen to view operational problems and opportunities through a diversity lens.

Force Management

In fiscal year 2014 and fiscal year 2015, we will implement a number of force management programs designed to reduce the overall size of the force while maintaining our combat capability. The goal of these programs is to make reductions through voluntary separations and retirements, maximizing voluntary incentives to ensure a smooth transition for our Airmen. To meet current funding constraints, significant reductions in total end strength over the FYDP are required, and may impact up to 25,000 Airmen. These reductions are driven largely by the divestiture of associated force structure and weapons systems, headquarters realignment, and a rebalancing of aircrew-to-cockpit ratios in a post-Afghanistan environment. Re-alignment efforts will also reduce Headquarters Air Force funding by 20 percent immediately and combatant command headquarters funding through a 4-percent annual reduction reaching 20 percent by fiscal year 2019. We have developed a plan to retain high performing Airmen so that we can accomplish the mission our Nation expects.

AMERICA'S AIR FORCE

A Global, Ready Force

Over the past 35 years, the Air Force has been called upon more than 150 times to conduct combat or humanitarian operations in more than 50 countries around the world. It is impossible to predict when America will call on its Air Force next. It is our job to be ready.

The evolving complexity and potentially quick onset of warfare means that future conflicts will be a “come as you are” fight. There will be precious little time to “spin up” units that are unready to carry out their designated missions. Currently, the combatant commanders’ requirement for fighter squadrons essentially equals the number of squadrons in the Air Force, and the requirement for bomber aircraft and ISR platforms is much greater than the number currently in the inventory. In simple economic terms, our supply across Air Force capabilities is less than or equal to the demand. Tiered readiness is not an option; your Air Force is either ready or it is not.

Air Force Core Missions

Airmen bring five interdependent and integrated core missions to the Nation’s military portfolio. These core missions have endured since President Truman originally assigned airpower roles and missions to the Air Force in 1947. While our sister Services operate efficiently within the air, space, and cyber domains, the Air Force is the only Service that provides an integrated capability on a worldwide scale. Although the way we operate will constantly evolve, the Air Force will continue to perform these missions so that our military can respond quickly and appropriately to unpredictable threats and challenges.

Air and Space Superiority . . . Freedom From Attack and the Freedom to Attack

Air and space superiority has long provided our Nation an asymmetric advantage. The Air Force’s fiscal year 2015 budget request focuses on the capabilities necessary to ensure we can provide the theater-wide air and space superiority our combatant commanders require.

Since April 1953, roughly 7 million American servicemembers have deployed to combat and contingency operations all over the world. Thousands of them have died in combat. Not a single one was killed by bombs from an enemy aircraft. Air superiority is a fundamental pillar of airpower and a prerequisite to the American way of modern, joint warfare—we cannot fail. In calendar year 2013 (CY13), the Air Force flew over 27,000 air superiority sorties, accounting for over 37,000 flight hours. These sorties directly supported critical missions, such as homeland air sovereignty with Operation Noble Eagle and the protection of the President of the United States. Additionally, the Air Force flew numerous Theater Security Posture missions in the Central Command and Pacific Command areas of responsibility.

To ensure we can provide unmatched air superiority capability and manage the risk associated with combat force reductions and emerging advanced technologies, the Air Force is modernizing munitions and platforms. In fiscal year 2015, the Air Force continues to invest in the AIM-120D and AIM-9X air-to-air missiles and develop new munitions to address future threats. Upgrades to the F-22 program and the procurement of the F-35A will also provide required capabilities to help ensure freedom of movement in contested environments. Continued upgrades to 4th generation platforms, such as the Joint Air-to-Surface Standoff Missile Extended Range for the F-16, are also necessary to ensure sustained viability in the future. These added

capabilities will ensure the Air Force is prepared to survive today and meet tomorrow's challenges for control of the air.

America's freedom to operate effectively across the spectrum of conflict also includes its ability to exploit space. Every day joint, interagency, and coalition forces depend on Air Force space operations to perform their missions on every continent, in the air, on the land, and at sea. In CY13, the Air Force launched 8 National Security Space (NSS) missions totaling 68 consecutive successful Evolved Expendable Launch Vehicle launches to date and 98 consecutive successful NSS missions. In fiscal year 2015, the Air Force will acquire three launch services and plans to launch 10 NSS missions. The Air Force will also continue the evaluation and certification of potential new entrants.

The space environment is more congested, contested, and competitive than ever, requiring the Air Force to focus on Space Situational Awareness (SSA). Our SSA modernization efforts include: moving forward with acquisition of the Space Fence (near-Earth SSA capability); defining the Space-Based Space Surveillance follow-on system; fielding the Geosynchronous Space Situational Awareness Program; continuing work with our Australian partners to field an advanced space surveillance telescope (deep-space SSA capabilities); and fielding the Joint Space Operations Center mission system (SSA command and control and data integration and exploitation).

The Air Force remains fully committed to the long-term goal of fostering international relationships and supporting ongoing security efforts with partner nations around the globe. Teaming with allies and partners not only helps cost and risk-sharing, it also increases capability and capacity to support contingency operations. Space is an area in which we have made significant progress in building partnerships.

Underpinning all of these capabilities is our ability to effectively operate in and through cyberspace. The advantages of effective cyberspace operations in speed, ubiquity, access, stealth, surprise, real-time battlespace awareness and information exchange, and command and control are manifest in every Air Force mission area and nearly every mission area has come to depend on them. Global strike; fused intelligence, surveillance, and reconnaissance; force and personnel movement; telemedicine; global logistics; financial systems; joint aerial network linkages; space control; remotely piloted aircraft and vehicle command and control; target deconfliction; fires coordination; and even aspects of national strategic (including nuclear) command and control, rely on cyberspace superiority. Despite the strategic risk this dependence introduces, the advantages to those mission areas are too great to forego, so the Air Force must continue to lead and leverage the advantages of cyberspace superiority.

Intelligence, Surveillance, and Reconnaissance . . . Delivering Decision Advantage

Air Force globally integrated ISR provides commanders at every level with the knowledge they need to prevent strategic surprise, make decisions, command forces, and employ weapons. Our ISR Airmen identify and assess adversary targets and vulnerabilities from hideouts to bunkers to mobile launchers with greater accuracy than ever seen in the history of warfare. In 2013 alone, Airmen flew over 27,000 ISR missions, enabled the removal of 1,500 enemy combatants from the fight, provided critical adversary awareness and targeting intelligence to U.S. and coalition forces in over 350 troops-in-contact engagements, enhanced battlespace awareness through 630,000 hours of sustained overwatch of tactical forces and communication lines, and identified over 350 weapons caches and explosive devices that would have otherwise targeted American and partner forces. ISR reduces uncertainty about our adversaries and their capabilities, strengthens deterrence, prompts adversaries to act more cautiously, provides intelligence that allows commanders a decisionmaking advantage, and delivers real-time information on which troops rely to fight effectively and win.

In recent years, the development of Air Force ISR capabilities has focused mainly on meeting the needs of permissive combat environments. In more contested future environments, gaining and maintaining an ISR advantage will become increasingly difficult and even more important. Therefore, the Air Force will focus primarily on enhancing ISR capabilities for operations in contested environments. Accomplishing this will require updating the current mix of ISR assets, while also giving significant and sustained attention to modernizing Air Force ISR systems, capabilities, and analytical capacity.

Rapid Global Mobility . . . Delivery on Demand

The Air Force's rapid global mobility capability is truly unique. There is no other force in the world that would have the confidence to place its fighting men and women at the end of an 8,000 mile logistical train. The fact that we are able to reliably supply a military force of 100,000³ troops in a landlocked country half a world away during an active fight is simply amazing.

On any given day, Airmen deliver critical personnel and cargo and provide airdrop of time-sensitive supplies, food, and ammunition on a global scale. Averaging one take-off or landing every two minutes, every day of the year, America's mobility fleet provides a capability unmatched by any air force across the globe. Whether it is sustaining the warfighter in any environment or delivering hope with humanitarian assistance, our Airmen ensure that the whole of government and international partners are strengthened with this unique capability to get assets to the fight quickly, remain in the fight, and return home safely.

In CY13, Airmen flew 26,000 airlift missions, and over the course of 345 airdrops, the Air Force dropped 11 million pounds of combat-enabling sustainment to coalition forces on the ground in Afghanistan. As the linchpin to power projection at inter-continental distances, Air Force tanker crews flew 31,700 missions and aeromedical evacuation crews airlifted 5,163 wounded Soldiers, Sailors, Airmen, Marines, and injured civilians around the globe. Since 9/11, America's tanker fleet has offloaded over 2.69 billion gallons of fuel to joint and coalition air forces, and the Air Force has logged an astounding 194,300 patient movements.

To ensure global reach, the Air Force will continue to protect this vital mission by recapitalizing our aging aerial tanker fleet with the KC-46A, modernizing the inter-theater airlift fleet, and continue supporting the C-130J multiyear procurement contract that will extend beyond fiscal year 2018.

Global Strike . . . Any Target, Any Time

The Air Force's nuclear and conventional precision strike forces can credibly threaten and effectively hold any target on the planet at risk and, if necessary, disable or destroy it promptly—even from bases in the continental United States. These forces possess the unique ability to achieve tactical, operational, and strategic effects all in the course of a single combat mission. Whether employed from forward bases or enabled by in-flight refueling, global strike missions include a wide range of crisis response and escalation control options, such as providing close air support to troops at risk, interdicting enemy forces, supporting special operations forces, and targeting an adversary's vital centers. These capabilities, unmatched by any other Nation's air force, will be of growing importance as America rebalances its force structure and faces potential adversaries that are modernizing their militaries to deny access to our forces.

In CY13, the Air Force flew 21,785 close air support sorties in Operation Enduring Freedom, including over 1,400 sorties with at least one weapons release. In the rebalance to the Pacific, the Air Force rotated five fighter squadrons and three bomber squadrons to forward locations in Guam, Japan, and Korea to project power and reassure our regional partners and flew over 43,000 missions bolstering theater security and stability. We continue to invest in the Pacific theater to ensure viability of our Air Force bases through a combination of hardening, dispersal, and active defenses.

The Air Force will focus future efforts on modernizing global strike assets to ensure that American forces are prepared to act when, where, and how they are needed. The multirole F-35A is the centerpiece of the Air Force's future precision attack capability, designed to penetrate air defenses and deliver a wide range of precision munitions. Procuring the F-35A aircraft remains a top priority, and we plan to achieve initial operational capability in 2016.

The backbone of America's nuclear deterrence is the ICBM fleet. To ensure the ICBM's viability through 2030, the Air Force will invest in updated warhead fuzes, as well as beginning guidance and propulsion modernization programs and modernization of launch facilities and communication centers. While the LRS-B is the bomber of the future, the Air Force will continue to modernize current B-2 and B-52 aircraft to keep these nuclear capabilities viable. The Air Force will ensure we are able to maintain the flexibility to deploy nuclear forces in a manner that best serves our national security interests.

³ At their peak, U.S. military forces in Afghanistan consisted of 100,000 military members and over 112,000 contractors. Source: CRS 2011 report "DOD Contractors in Afghanistan and Iraq".

Command and Control . . . Total Flexibility

Air Force command and control systems provide commanders the ability to conduct highly coordinated joint operations on an unequaled scale. Getting the right information to the right person at the right time is essential to the American way of war. The capability to deliver airpower is also intimately dependent on the ability to operate effectively in cyberspace, a domain in and through which we conduct all of our core missions and which is critical to our command and control. Operations in cyberspace magnify military effects by increasing the efficiency and effectiveness of air and space operations and by integrating capabilities across all domains. However, the Nation's advantage in command and control is under constant attack with new and more capable threats emerging daily in the areas of cyber weapons, anti-satellite systems, and electromagnetic jamming. Our adversaries are making advances by electronically linking their own combat capabilities, which create new military challenges.

To counter these challenges, the Air Force will prioritize development and fielding of advanced command and control systems that are highly capable, reliable, resilient, and interoperable, while retaining the minimum command and control capacity to meet national defense requirements. More importantly, we will recruit and train innovative Airmen with the expertise to build, manage, secure, and advance our complex and diverse command and control systems.

CONCLUSION

Ultimately, our job is to fight and win the Nation's wars. While, the Air Force's fiscal year 2015 budget submission remains strategy-based, it is also shaped by the fiscal environment. At the levels requested in the President's budget, the Air Force protects the capabilities required to prevail in the more demanding operational environment in years to come. By making tough choices today we set ourselves on a path to produce a ready and modernized Air Force that is smaller, yet still lethal against potential adversaries in the future. Regardless of the strategic tradeoffs made, at sequestration-levels it is not possible to budget for an Air Force that is capable of simultaneously performing all of the missions our Nation expects. We would end up with a force that is less ready, less capable, less viable and unable to fully execute the defense strategy. While we would still have the world's finest Air Force able to deter adversaries, we would also expect to suffer greater losses in scenarios against more modern threats.

Airpower . . . because without it, you lose!

Senator DURBIN. Thanks, Madam Secretary.

I would say, to the remaining members of the panel, your written statements will be part of the record. If you would like to highlight it for a moment or two, we would really like to get to questions. We have a lot of them.

General Welsh, you are first up.

STATEMENT OF GENERAL MARK A. WELSH, III, CHIEF OF STAFF

General WELSH. Thank you, Mr. Chairman, Vice Chairman Cochran, Senators, thank you so much. It is always an honor to be here. And I will keep this very brief, in accordance with your desire, sir.

Let me just say that your Air Force is the finest in the world, and we need to keep it that way. We built this budget to ensure that Air Force combat power remains unequaled, but that does not mean that it will remain unaffected.

Every major decision reflected in our fiscal year 2015 budget proposal hurts. There are simply no easy choices left. Every option reduces capability that our combatant commanders would love to have and believe they need, and we simply cannot ignore the fact that the law as currently written returns us to the sequestered funding levels the Secretary mentioned in fiscal year 2016. And to prepare for that, we must cut people and force structure now to create a balanced Air Force that we can afford to train and operate in fiscal year 2016 and beyond.

We also have to look at where must we recapitalize to be viable against a threat 10 years from now, where can we modernize with the remaining forces, and what is the impact that has on everything else.

That summarizes everything we have done in the budget, sir, and we look forward to your questions.

Senator DURBIN. General Grass.

STATEMENT OF GENERAL FRANK J. GRASS, CHIEF, NATIONAL GUARD BUREAU

General GRASS. Chairman Durbin, Vice Chairman Cochran, members of the subcommittee, it is an honor and a privilege to be here today.

First, I want to share my gratitude for the great working relationship we have with the Air Force today. The relationship comes directly from the leadership of General Welsh and Secretary James.

I want to start by saying that the National Guard does three things well: Fighting our Nation's wars, defending the homeland, and building partnership capacity overseas.

These missions have come to us both for the Army and Air Guard, and we support the COCOMs (combatant commands) in every one of those missions. We want to maintain the same types of equipment, the same types of training and structure that the Air Force has today.

Our equipment training structure and unique dual skills enable us to provide a cost-effective force that furthers our national security. During the past 12 years, we have deployed Guardsmen overseas 760,000 times. Domestically, these soldiers and airmen responded to emergencies in all 10 FEMA (Federal Emergency Management Agency) regions during fiscal year 2013.

Today, the soldier and airmen of Washington National Guard are demonstrating that capability with over 140 soldiers and airmen deployed around the world, and over 232 responding to the tragic mudslides in their States, assisted by the State of Colorado.

Fiscal challenges will continue to shape us in the future. I know that the Budget Control Act and sequestration is the law, so we are looking to the future to figure out what capabilities the National Guard will need both for the Governors as well as overseas.

One of the areas we are looking at in very great detail with the Air Force and the Army is looking at cyber, and we feel that cyber is an area for the National Guard to look into in the future.

Sir, I will defer my time to my director of the Air National Guard, General Clarke.

Senator DURBIN. General Clarke, if you would like to summarize your remarks, please?

STATEMENT OF LIEUTENANT GENERAL STANLEY E. CLARKE, III, DIRECTOR, AIR NATIONAL GUARD

General CLARKE. Chairman and Vice Chairman, thank you for the opportunity to testify. I will parallel what General Grass just said, and also the Secretary and Chief of Staff, in that the total force is a healthy total force. I have been on the job for a year now. I have had a chance to observe it at many levels here in Washington, but more importantly, out in the field and watch the amaz-

ing stories of people as they return home from their opportunities to serve overseas, side-by-side with regular Air Force, if you will, airmen and members of Air Force Reserve, a seamless total force.

Credit for that goes to the United States Air Force senior leadership, both current and previous, who designed the Air Force the way it is. And we operate in a way that you can't tell the difference between the airmen and what they do. Behind that is the fact that we have challenges. We want to continue to modernize, recap on par with the regular Air Force. We plan to do that in the 2015 POM (Program Objective Memorandum) and beyond. But the opportunity to continue to serve operationally side-by-side with regular airmen of the Air Force and the Air Force Reserve is paramount to what we do.

PREPARED STATEMENT

So our balanced strategy going forward in the future is to first make sure that we can be the first choice for homeland operations. We will continue to be a proven choice for warfighting operations. And we will be an enduring choice for security cooperation.

Thank you for the opportunity.

[The statement follows:]

PREPARED STATEMENT OF LIEUTENANT GENERAL STANLEY E. CLARKE III

OPENING REMARKS

Chairman Durbin, Vice Chairman Cochran, distinguished members of the subcommittee: I am honored to appear before you today representing the men and women of the Air National Guard.

The Air National Guard, as both a reserve component of the U.S. Air Force and the air component of the National Guard, has seen both successes and challenges this past year. Our successes can be attributed to the hard work of the men and women of the Air Guard, who continue to exhibit the professionalism and dedication upon which the Air National Guard is built. The challenges of sexual assault and suicide prevention are being addressed and will eventually lead to a stronger Air National Guard; however, rapidly declining and shifting funding levels are having primary and secondary affects upon the future of the Air Force and the Air National Guard.

This presentation provides an overview of the past year, focusing primarily on the Air National Guard's contribution to the national defense strategy, followed by a look into the future, including areas where we solicit your continued support.

The National Guard, including the Air National Guard, is unique in its contribution to the three pillars of the defense strategy—*Protect the Homeland, Project Power and Win Decisively, and Build Security Globally*. The inherent characteristics of the National Guard are foundational for its responsibilities to local, State, territorial, and Federal authorities. Its cost-effective citizen Airmen and Soldier construct, underpin the unique qualities the National Guard brings to the table with its Balanced Strategy—*The First Choice for Homeland Operations, A Proven Choice for the Warfight, and An Enduring Choice for Security Cooperation*.

THE FIRST CHOICE FOR HOMELAND OPERATIONS

The National Guard has always been the State and territorial Governors' first choice in disaster response. This is equally true of both the Army National Guard and the Air National Guard. The Air National Guard's contribution is founded in its dual-use of airpower capabilities, for while Guard Airmen are quite capable of helping with such labor-intense tasks as filling sandbags, they are more likely to leverage the unique contributions of airpower and our Guard Airmen's extensive training for tasks such as airlifting essential supplies to the disaster area; setting up and operating emergency communications centers; transporting, erecting, and manning emergency medical facilities; or providing aircraft and/or satellite imagery and analysis essential for effective consequence management. The following are examples from last year:

Boston Marathon Bombing (April 2013).—The Massachusetts Air National Guard transported, set up, and manned an emergency communications center, while Air Guard Security Forces cordoned the crime scene and assisted the Massachusetts Transit Police in securing subway stations with armed and professionally trained Guard Airmen from the local community. These Guard Airmen provided order and security to a chaotic event, freeing local authorities to concentrate on securing the area and finding the bombing suspects. Additionally, Air Guard Religious Support Teams provided counseling and comfort to both private citizens and first responders.

California Wildfires (August 2013).—Air Guard C-130s specially modified with Modular Aerial Fire Fighting Systems dropped over 211,000 gallons of fire suppressant, and the California Air National Guard's 234th Intelligence Squadron flew MQ-1 Predator remotely piloted aircraft over the fire area providing real-time, full-motion video and data analysis that was used to help direct and plan firefighting efforts.

Southwest Border Operations.—The Arkansas Air National Guard's 123rd Intelligence Squadron provided analysis of full-motion video from Air Guard RC-26 aircraft supporting U.S. Customs & Border Protection, Texas Rangers, and other civil authorities protecting our Southwest borders. This joint effort led to the seizure of over 53,000 lbs. of marijuana, 200+ lbs. of cocaine, and over 30,000 illegal individual border crossings.

Eagle Vision.—Alabama, California, Hawaii, and South Carolina Air National Guard units collected and analyzed unclassified commercial satellite images providing near real-time assistance to emergency management agencies coordinating firefighting, flood, hurricane, tornado, and other relief efforts throughout the western U.S. and overseas including Typhoon Haiyan.

A PROVEN CHOICE FOR THE WARFIGHT

National Guard Airmen have participated in every American conflict since the Mexican border emergency of 1916, but when the Guard members of the Alabama Air National Guard's 117th Tactical Reconnaissance Wing volunteered in August 1990 to deploy to Bahrain in support of support Operation Desert Shield, little did they know they were on the vanguard of redefining the Air National Guard. Since then, the Air National Guard has evolved from a strategic reserve, called upon primarily during national emergencies, to an essential partner in the daily operations of the Total Air Force in all five core missions: Air and space superiority; intelligence, surveillance, and reconnaissance; rapid global mobility; global strike, and command and control.

Last year, over 39,895 Air National Guard men and women deployed to 48 countries as part of the Total Air Force defense of U.S. national security interests. Additionally, Guard Airmen defended the skies over our homeland and supported their deployed brethren through U.S.-based "reach-back" capabilities including remotely piloted aircraft operations and intelligence analysis.

AN ENDURING CHOICE FOR SECURITY COOPERATION

The men and women of our Air National Guard also contribute to the third pillar of the national defense strategy—Building Security Globally. Over the past 20 years, the National Guard has evolved into an in-demand, low cost, high impact security cooperation partner of choice for the Department of Defense with participation in such activities as the State Partnership Program, Foreign Military Sales training, and training exercises that assist in shaping our international environment and build partner capacity.

State Partnership Program. The National Guard State Partnership Program is Department of Defense program executed at the State level using both Army and Air National Guard expertise. The program is based upon each Combatant Commanders' security cooperation objectives for the individual countries within their areas of responsibility. Today, 49 States, 2 territories, and the District of Columbia are partnered with 74 countries around the world. The specific objectives of each country program are a joint decision between the Combatant Commander, the partner nation, and the State National Guard; however, in general, the National Guard provides a consistent and enduring relationship with the partner nation, reinforcing deterrence, building capacity of U.S. and partner countries for internal and external defense, and strengthening cooperation between countries. The program partners engage in training, assessments, and exercises in a broad range of security cooperation activities to include host nation homeland defense, disaster response, crisis management, interagency cooperation, and border/port/airport security.

The Soldiers and Airmen of the National Guard are uniquely qualified for this program for a number of reasons. First, because Guard members often spend their entire military careers in the same unit or State, they are able to build long-term personal relationships with their partner country counterparts and provide program continuity. Second, the civilian and military skills of our citizen Soldiers and Airmen afford training opportunities outside the usual military defense training. For example, Air Guard members are also experienced in air security, constabulary operations, crisis management, disaster response, and a myriad of other civil support missions. Finally, Guard members exemplify civil-military relations and the role of the military in a democracy. Our citizen Soldiers and Airmen offer strong examples of a co-dependent, supportive relationship between the Nation's political structures, civil society, and the military.

—Last year Guard Airmen worked 7,054 man-days, on 42 partnership engagements, in 13 countries including Uganda, Morocco, Jordan, Poland, India, South Korea, Thailand, Indonesia, Trinidad, Uruguay, Mexico, Honduras, and Colombia. Men and women of the Air National Guard helped our Allies and partners improve their flying skills, equipment maintenance, aerial port operations, imagery analysis, and search and rescue techniques.

—The partnership between the State of South Dakota and Suriname, which began in 2006, is a great example of what our Air Guard men and women bring to the table in security cooperation. In 2013, led by one of our outstanding Air Guard chief master sergeants, the South Dakota Army and Air National Guard women participated in a “Women in the Military” workshop with members of the Surinamese armed force. The goal was to promote awareness, equality, and future opportunities for women in the military. As the partnership moves forward, they are broadening and deepening leadership and development while bolstering new opportunities for training and learning.

Foreign Military Training. In addition to the State Partnership Program, Air Guard members conduct flight training for foreign military aircrews through both formal schools at U.S. bases and Air Guard visits/exercises overseas. Guard Airmen trained 124 aircrew members last year from Lithuania, Norway, The Netherlands, Sweden, Iraq, Singapore, Denmark, Australia, Romania, India, Japan, Belgium, and Germany in C-130, F-16, and C-17 flight operations and maintenance.

SUSTAINING THE AIR NATIONAL GUARD

The men and women of our Air National Guard have accomplished great things since 1990 and Operation Desert Shield. Their transformation from a cold war-era surge force to a 21st century force capable of maintaining a long-term rotational combat operations tempo has been unprecedented and would not have been possible without the support of the Air Force and Congress. We must ensure this capability is not lost; that we do not condemn the next generation of Airmen to relearn the lessons of past post-war drawdowns. We must sustain the Air National Guard capabilities within the National Guard's Balanced Strategy through the dedicated efforts of each Guard Airmen in concert with the U.S. Air Force, the Department of Defense, and Congress.

PERSONNEL

Our Airmen are our most valuable and treasured assets upon which our success depends. Our Airmen, together with their families and employers, remain our first priority, especially in times of turmoil.

Recruiting and Retention. Some predicted that the move from a strategic reserve to an operational reserve would adversely affect our ability to recruit and retain quality people; however, the Air National Guard exceeded its authorized fiscal year 2013 end-strength of 105,700 by eight Airmen (105,708) through judicious personnel management. Last year, however, retention was disappointing as losses exceeded expectations by 15 percent (planned 9,072, actual 10,437). According to exit interviews, the greatest challenge to retention was not repeated mobilizations but mission turmoil, i.e., the uncertainty caused when a unit loses its mission without a clear plan for the future. We have found the most effective counter to this challenge is the personal touch—making a concerted effort to ensure every member of the Guard family knows that we appreciate and value their contributions, and that the Air National Guard and U.S. Air Force leadership are working together to backfill their unit with a new mission.

To compensate for the unplanned increase in retirements and other departures, Air Guard Recruiters exceeded their recruiting goals by 4.5 percent, including an increase of 8 percent of prior-service personnel. But, as we move forward, the Air National Guard faces both significant opportunities and some challenges with its re-

cruiting program. The opportunities come from the drawdown of Regular Air Force and other Services' manpower. In fiscal year 2015, the Regular Air Force end-strength will decline by approximately 16,700 Airmen. The Air Force will rely on a bevy of force management programs that include incentivizing early departure from active duty and releasing AFROTC cadets from their commitments. The Air National Guard is working with the Air Force to capitalize on these programs for possible Air Guard accessions. The challenge for the Air National Guard is that it too will be reducing its end-strength to meet budget targets. If the Air Guard is to help the Nation sustain combat capability and retain access to the highly-trained personnel in which our Nation has made significant financial investment, the Air National Guard will need some flexibility in end-strength, at least temporarily.

Sexual Assault Prevention and Response Program (SAPR). Every sexual assault incident taints our Core Values and destroys unit morale—it must be eliminated. The Air National Guard's SAPR Program is composed of five parts: prevention, advocacy, investigation, accountability, and assessment.

—*Prevention.*—Acknowledging the problem and educating everyone in the organization of the problem is the first step. In January 2010, the Air Force launched an extensive education program to ensure every Airman understands the problem and knows what is expected of him or her as Air National Guard professionals.

—*Advocacy.*—In January 2013, the Air National Guard implemented a Special Victim's Counsel Program. This Program provides advice to victims on the investigative and military justice processes, victims' rights protections, and empowers victims by removing barriers to their full participation in the military justice process.

—*Investigation.*—The Air Force Office of Special Investigation (AFOSI) is charged with investigating all sexual assaults that occur in a Federal or Title 10 status regardless of the severity of the allegations. For incidents that occur in non-Federalized duty status, Air Guard commanders must report the assault to the local law enforcement agency. In addition, the National Guard has opened an Office of Complex Investigations composed of Guard members with previous criminal investigation training and special sexual assault investigation training, to step-in when local law enforcement agencies decline to investigate.

—*Accountability.*—In July, the Air Force established minimum administrative discharge procedures for any Airman (officer or enlisted) who commits or attempts to commit a sexual assault or engages in an unprofessional relationship while serving in positions of special trust, e.g., recruiters, commanders, or training officers and non-commissioned officers.

—*Assessment.*—The Department of Defense has established common metrics and reporting procedures to collect and track statistics on sexual assault. These tools will provide the feedback necessary for early identification of adverse trends and areas for additional action.

Suicide Prevention. The Air National Guard continues to struggle with the tragedy of suicide within its ranks. In 2013, the Air Guard experienced 13 suicides, down from 22 in 2012, but still well above our ultimate goal of zero. There is tangible evidence that the addition of Wing Directors of Psychological Health in 2010 and implementation of the Air Force Suicide Prevention Program have had positive impacts; however, our team of medical personnel, chaplains, Airmen & Family Readiness Program Managers, safety personnel, Transition Assistance Advisors, and Military OneSource counselors, together with Air Guard supervisors and leaders at all levels, continue to address this important issue.

FISCAL YEAR 2015 PRESIDENT'S BUDGET

Fiscal uncertainty is nothing new to the Air Guard, but this year, with the Budget Control Act, Continuing Resolution, Sequestration, and the Bipartisan Budget Act, it felt like we were stuck in "stop-n-go" traffic. The resulting cash flow challenges, Government shutdown, and furloughs damaged morale and delayed Weapon System Sustainment programs, but the Air Guard was able to maintain its flying training schedule, meet operational commitments, and mitigate the impact upon its readiness.

The President's fiscal year 2015 budget increases the number of Air National Guard F-16 fighter wings, adds eight KC-135 aerial refueling tanker aircraft, and eight C-130J tactical airlift aircraft to the Air Guard inventory. The budget proposal, however, reduces Air National Guard end strength by 400 personnel in 2015 and retires 27 F-15C Eagles, the entire fleet of A-10 Warthog fighter aircraft, and six E-8 Joint Surveillance and Target Attack Radar System (J-STARS) aircraft. While the Bipartisan Budget Act provided welcomed relief, the steep glideslope of

the defense budget combined with increasing personnel and equipment acquisition costs is forcing the U.S. Air Force to make very difficult tradeoffs between capability, capacity, and readiness.

No one wants to give up aircraft or people, but in order to ensure we have the best Air Force ready to defend this Nation at home and abroad within fiscal constraints, tough choices must be made. The Air National Guard worked closely with the Air Force leadership to mitigate the impact upon our Guard Airmen and develop a budget that complies with the Bipartisan Budget Act, lays the ground work to restoring Air Force readiness while preparing to meet future national security challenges, and ensures the Air National Guard remains a combat ready operational force.

Equipment. Secretary of the Air Force Deborah Lee James explained the Air Force strategy in building the fiscal year 2015 budget, “we attempted to strike the delicate balance of a ready force today and a modern force tomorrow, while working to ensure the world’s best Air Force is the most capable at the lowest possible cost to the taxpayer.” The Air Force is sacrificing modernization of equipment (upgrading current equipment) and divesting older equipment to acquire the capabilities needed to defend against future challenges to U.S. national security interests. The ANG, as the operator of much of that older or legacy equipment, has a slightly different challenge: we must make sure the older equipment lasts long enough to be traded in; not only lasts, but is capable of successfully accomplishing the mission if called upon in the intervening years. The Air Guard is not looking to make a Cadillac out of our old Fords, but we simply want to make sure our old Fords are up to the tasks of responding to international and domestic emergencies. For example, there are currently 139 H-model C-130s in the ANG inventory that do not have the air traffic control systems required to operate in much of U.S. and European airspace by 2020. If we do nothing, these aircraft will sit on the ramp, essentially useless, when there is an emergency requiring rapid airlift.

Military Construction (MILCON) Projects. The Air National Guard budget proposal for fiscal year 2015 includes \$94,600,000 for military construction projects. The Air Guard gave priority to MILCON projects supporting new missions and Air Force directed mission re-alignments; in fact, all the major MILCON projects in the fiscal year 2015 budget, \$78.6 million, support new missions. While this policy has caused current missions to suffer, the Air Guard is working to address functional space deficiencies by consolidating functions and recapitalizing aging infrastructure, especially those with safety deficiencies.

National Guard & Reserve Equipment Account (NGREA). NGREA funding is supporting Air National Guard force structure management and domestic capability response. The program begins at the unit level as operators from each weapon system meet to identify weapon system requirements to improve the Air National Guard’s capability to respond to Combatant Commanders’ needs. The Air National Guard fiscal year 2014 NGREA funding strategy directed 70 percent towards modernization projects on legacy major weapon systems and 30 percent towards improving domestic response capabilities.

BUILDING TOMORROW’S AIR NATIONAL GUARD—FOUR PILLARS OF THE TOTAL FORCE

The U.S. is unique in its ability monitor world events and to shape those events through global power projection. This ability is dependent upon airpower and its inherent domains of air, space, and cyber. Whether showing resolve by flying through self-proclaimed controlled airspace, or supporting friends with reconnaissance and surveillance of potential enemy movements, or delivering critical relief supplies to disaster areas, our Nation requires an Air Force that is ready now to go anywhere and succeed at whatever is asked of it. We must ensure our Air Force does not fall victim to post-war apathy even as it struggles with the near-term challenges of sustaining readiness against declining budgets, weighed against the need to continually improve the capabilities to provide Global Vigilance, Global Reach, and Global Power. To face these challenges, I believe the Total Air Force must continue to invest and focus its efforts on what I refer to as the Four Pillars of the Total Force—Standards; Inspections; Operational Engagements; and Resources.

The men and women of the Total Air Force must continue to maintain the highest personal and professional standards centered on our Core Values: Integrity First, Service Before Self; and Excellence In All We Do. Standards are not simply the rules by which we do our jobs, but how we act everyday—the pride with which we wear our uniforms, the way we treat others. The men and women in the U.S. armed services must be held to a higher standard than our fellow citizens because the trust our Nation places upon us is considerably greater. It is our duty to sustain that

trust by maintaining higher personal and professional standards, on and off duty. Put simply: We must do the right thing all the time.

Inspections, the second of Four Pillars of the Total Force, are critical to Total Air Force readiness. Inspections are designed to measure how well we perform our missions. They improve teamwork and unit cohesion. They allow us to measure ourselves and provide the feedback necessary for constant improvement. Inspections are also an opportunity to evaluate the rules, processes, and procedures we use to accomplish our missions. Finally, by ensuring all components of the Total Air Force use common language and procedures, inspections are the link between Standards and the third element of the four pillars: Operational Engagements.

All three components of the Total Air Force must continue to participate in Operational Engagements, be they exercises, routine deployments, or crisis responses. Operational Engagements help us to ensure the three air components continue to operate as One Air Force—ensuring we all speak the same language, maintain the same standards, and operate with the same procedures. Total Air Force Operational Engagements alone are not enough; however, we must continue to hone our capabilities to operate with our sister services, allies, and friendly forces. Finally, “Operational Engagements” are a mindset. It is continuing to think as the warriors we have become. It is the realization that every time we go to work, we are preparing ourselves and our units to successfully answer our Nation’s call.

Resources, the fourth Pillar, are fundamental in everything we do. We must have the necessary Resources to succeed, be it funding, manpower, equipment, or spare parts. While others may be responsible for appropriating and allocating the necessary Resources for us to maintain Standards, conduct Inspections, and participate in Operational Engagements, it is every Airman’s responsibility to ensure the Resources are used effectively and efficiently. Therefore, it is only proper that the Air Guard recapitalize on par with the Active Air Force.

CONCLUSION

Managing a declining budget is one of the most challenging things the Department of Defense ever does. For the U.S. Air Force, it comes down to making difficult decisions between capability, capacity, readiness, and modernization. The Total Air Force decided to take increased risk in the near-term to ensure its future warfighting capability. It also decided to increase reliance on the Air Reserve Components by cutting their end-strength and force structure proportionally less than the reductions in the Active Component. These decisions, while agreed to, create challenges for the Air National Guard primarily in the area of near-term risk management. Because much of the older or legacy systems are operated by the Air Guard, we have the responsibility to ensure that the Total Air Force can meet today’s defense commitments while waiting for tomorrow’s capabilities.

Senator DURBIN. Thank you.
General Jackson.

STATEMENT OF LIEUTENANT GENERAL JAMES F. JACKSON, CHIEF, AIR FORCE RESERVE

General JACKSON. Chairman Durbin, Vice Chairman Cochran, distinguished members of the committee, thank you very much for the opportunity to testify. I will do the same and keep my remarks very brief.

Your Air Force Reserve is a combat-ready force stationed locally and serving globally in support of every combatant command in air, space, and cyberspace.

One of the key strengths of our Air Force Reserve is the flexibility of your force. In my eyes, and we have heard this mentioned before, we are no longer a strategic Reserve; we are daily an operational Reserve. But instead of using those terms, I like to use operational capability that your Air Force Reserve brings to the Nation every day, the strategic depth, and the surge capacity, all three of those bins are how we provide our Nation’s defense.

We have wide-ranging operational capability in every combatant command. Today, over 4,000 Air Force Reserve members are doing exactly that. And, of course, we do it in every mission set. Global

capability deployed at home, such as space, cyberspace, and ISR (intelligence, surveillance, and reconnaissance); not to mention support of homeland, with capabilities as aerial firefighting, aerial spray, and a shared mission with the Air National Guard in firefighting; and weather reconnaissance, known as the Hurricane Hunters.

The strategic depth we provide is the 70,000 selected Reserve members that make up your Air Force Reserve, most of which, 75 percent of those are part time. This includes our individual reservists on all combatant commander tasks and major commands available for your leadership and support at every level of conflict.

And then the surge capacity, which we saw during operations Tomodachi and Odyssey Dawn and other recent events, allow us to serve, train, and integrate every single day with the Active Duty, as General Clarke mentioned. And the majority of our reservists are alongside our Active Duty members since the preponderance of associations are within your Air Force Reserve.

Integrating through association delivers significant taxpayer value both in cost savings and improved mission effectiveness.

PREPARED STATEMENT

Lastly, committee members, I would like to thank you for your support of the NGREA (National Guard and Reserve Equipment Appropriation). Without it, your continued support there, we cannot continue to transform the Air Force Reserve and modernize it, which is critical.

Thank you very much, and I look forward to your questions.
[The statement follows:]

PREPARED STATEMENT OF LIEUTENANT GENERAL JAMES F. JACKSON

INTRODUCTION

Mr. Chairman and distinguished members of the subcommittee: Thank you for the opportunity to appear before you. I'm honored to represent America's Citizen Airmen as the Chief of the Air Force Reserve and Commander, Air Force Reserve Command (AFRC). The Air Force Reserve is a combat-ready force, composed of more than 70,000 Citizen Airmen, stationed locally at over 60 locations throughout the United States and serving globally for every Combatant Command in air, space and cyberspace.

Today's Air Force Reserve is a cost-efficient and mission-effective force, providing the Nation with operational capability, strategic depth and surge capacity, both overseas and here at home. The inherent flexibility of the Air Force Reserve is further enhanced by being an integrated Total Force partner in every Air Force core mission: Air and Space Superiority; Global Strike; Rapid Global Mobility; Intelligence, Surveillance, and Reconnaissance (ISR); and Command and Control. By building upon over six decades of history, especially from the past two decades of sustained combat operations, the Air Force Reserve is incorporating the lessons learned from yesteryear to be ready for today's joint fight, while preparing for tomorrow's.

In my statement, I will discuss today's Air Force Reserve and its direction for the future. However, first I would like to briefly revisit our history in order to address a recent report to the President and Congress by the National Commission on the Structure of the Air Force (NCSAF). Specifically, I wish to address the Commission's recommendation to "disestablish Air Force Reserve Command" and "inactivate the Reserve Numbered Air Forces, wings, and squadrons."¹

¹National Commission on the Structure of the Air Force. Report to the President and Congress of the United States. Washington, DC, January 30, 2014, 32.

HISTORICAL PERSPECTIVE

In recent history, after almost every major period of conflict, a defense budget drawdown has occurred. Many times, this coincided with a change to the Air Force Reserve to cost-effectively help preserve our Nation's combat capability. In each subsequent conflict, our Nation reaped the benefits of these thoughtful changes and deliberate investments in the Air Force Reserve.

Following WWII, Government spending was cut from a high of 44 percent of the Gross National Product in 1944 to less than 8 percent in 1947. This historic shift marked a strategic turning point and led to the formal establishment of the Air Force Reserve in 1948 by President Harry Truman.² Veterans had training and experience that could be captured and organized in a Reserve unit, for a relatively small cost, thus generating a greater return on taxpayer investment. Two years later, this investment paid off when 146,000 Air Force Reservists were called to duty in support of the Korean War.

During the Cold War, we witnessed the 1961 Berlin Crisis and the Cuban Missile Crisis during which President Kennedy mobilized the Air Force Reserve. Congress, recognizing the importance of Reserve contributions, passed the Reserve Forces Bill of Rights and Vitalization Act (Public Law 90-168), which established the Office of the Air Force Reserve in 1968, led by the Chief of the Air Force Reserve.³

The Air Force Reserve participated in the Vietnam War from January 1965 when it extended transpacific missions for the Military Airlift Command through June 1975 when the Reserve flew thousands of sorties supporting the Indochina Refugee Airlift. The end of the Vietnam War resulted in the adoption of the Total Force concept, further validating the value of the Reserve Component. As then Secretary of Defense Melvin Laird recognized in the August 21, 1970 "Support for Guard and Reserve Forces" memorandum, "Application of the [Total Force] concept will be geared to recognition that in many instances the lower peacetime sustaining costs of reserve force units, compared to similar active units, can result in a larger total force for a given budget or the same size force for a lesser budget."⁴ The Total Force concept further ensured the combat capacity required by our Nation.

The 1990s marked another defense budget drawdown, and in conjunction, an increased operational tempo for the Air Force Reserve. Reserve forces deployed for the 1990 Gulf War, with more than 38,000 Air Force Reservists serving. Recognizing the increased reliance on the Reserve Components, and the need to effectively organize, train and equip this critical force structure, Congress directed the Secretary of the Air Force to establish an Air Force Reserve Command with the 1997 National Defense Authorization Act.

Formalizing the functions to organize, train, equip, command and control under Air Force Reserve Command would pay off throughout the next decade. In the hours after the September 11, 2001 attack, the Air Force Reserve helped patrol the skies over America. In the opening hours of Operation Enduring Freedom, Air Force Reservists flew the first fixed-wing aircraft into Afghan airspace in direct support of special operations forces, demonstrating our high level of readiness and, once again, our ability to answer the Nation's call.

NATIONAL COMMISSION ON THE STRUCTURE OF THE AIR FORCE REPORT

This brief historical perspective is provided to demonstrate how, over time, Congress and the Nation's leadership have improved the Air Force Reserve's organizational structure, resulting in increased operational readiness levels of both our Citizen Airmen and equipment, such that today's Air Force Reserve is a cost-efficient and mission-effective force for our Nation. While the NCSAF report proposed numerous recommendations for the betterment of the Air Force, some of which were previously proposed and are currently being implemented, the notion of disestablishing Air Force Reserve Command and inactivating the Numbered Air Forces, wings and squadrons would, in my opinion, undo six decades of lessons learned and result in an unsustainable Air Force Reserve.

TODAY'S AIR FORCE RESERVE—OPERATIONAL CAPABILITY, STRATEGIC DEPTH, SURGE CAPACITY

A key strength of today's Air Force Reserve is the flexibility of the force, which in my eyes, is no longer defined as an "operational" or "strategic" reserve, but in-

²Gerald T. Cantwell, *Citizen Airman: A History of the Air Force Reserve, 1946-1994*, (Air Force History and Museums Program, 1997), 67.

³*Ibid*, 238.

⁴*Ibid*, 412 (Reprint in Appendix).

stead by the operational capability, strategic depth and surge capacity we bring to the Nation. On any given day in 2013, approximately 5,000 Air Force Reservists were actively serving in support of deployments, contingency taskings, exercises and operational missions. For instance, this past year, the Air Force Reserve's Force Generation Center (FGC) successfully filled over 4,000 Air Expeditionary Force (AEF) requirements, or approximately 8 percent of the Air Force's total forces supporting AEF missions, making AFRC the fourth largest Major Command contributor.

The FGC is the "one-stop shop" offering access to Air Force Reserve forces to fill Combatant Commander requirements. The FGC executes requests for capability from force providers, monitors current Combatant Commander support, and tracks the individuals and units who volunteer or are mobilized. The FGC provides simplified and streamlined access to Title 10, Air Force Reserve forces and is foundational to the administrative control of the force.

Operational Capability

Over the past two decades, and especially since 9/11, the Air Force Reserve has served as a critical Total Force partner in delivering Global Vigilance, Global Reach and Global Power. The Air Force Reserve's wide-ranging operational capability serves the diverse needs of every Combatant Commander, whose requirements are as varied as the geographic and functional areas they support. We operate in an expansive environment including a global air domain, a vast space domain, and an ever-evolving cyberspace domain. In some cases, the Air Force Reserve provides our global capability while "deployed at home," such as for space, cyberspace and ISR.

Besides the Air Force Reserve's global responsibilities, we also routinely support the homeland with unique missions, such as 100 percent of the Air Force's weather reconnaissance (better known as the "Hurricane Hunters") and aerial spray missions, along with a shared mission of aerial firefighting with the Air National Guard. Our relationship with other Federal agencies, including the National Weather Service and U.S. Forest Service, demonstrates how Federal military and civilian organizations can work together to support the entire Nation. Dual-use capabilities such as airlift, aeromedical evacuation and personnel recovery are especially valuable, both in-theater and for homeland support. Additionally, the new mobilization authority commonly known as "12304a" guarantees access to the Federal Reserve Component, which can be mobilized to respond to a national emergency or major disaster. Finally, the Air Force Reserve supports with volunteers first, not necessarily requiring mobilization, as we did for last year's Colorado wildfires when we demonstrated, once again, our Citizen Airmen continue to raise their hand and serve when the Nation calls.

Below is a chart outlining the Air Force Reserve's support to all of the Air Force Core Functions, an indicator of how the Air Force values the taxpayer dollar, by putting a diverse portfolio of capability in the cost-efficient Air Force Reserve to take care of the Nation's needs.

AIR FORCE RESERVE SUPPORT TO THE AIR FORCE CORE FUNCTIONS

<p>Air Superiority & Global Precision Attack</p> <ul style="list-style-type: none"> —Air Superiority: F-22 —Bomber: B-52 —Close Air Support: A-10 —Precision Attack: F-16 	<p>Global Integrated Intelligence, Surveillance & Reconnaissance</p> <ul style="list-style-type: none"> —Acquisition Intelligence —Airborne Crypto-Linguist —Distributed Common Ground System —HUMINT, SIGINT, GEOINT/MASINT —Remotely Piloted Aircraft: MQ-1, MQ-9, RQ-4 —Targeting
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AIR FORCE RESERVE SUPPORT TO THE AIR FORCE CORE FUNCTIONS—Continued

<p>Rapid Global Mobility</p> <ul style="list-style-type: none"> —Aeromedical Evacuation —Aerial Port —Aerial Firefighting: C-130H MAFFS —Aerial Spray: C-130H ZMASS —Air Refueling: KC-10, KC-135R —Contingency Response Mobile C2 —Hurricane Hunters: WC-130J —Operational Support Aircraft: C-40C —Strategic Airlift: C-5, C-17A —Tactical Airlift: C-130H, C-130J 	<p>Agile Combat Support</p> <ul style="list-style-type: none"> —Acquisitions, Contracting & Finance —Civil Engineering & RED HORSE —Force Support —Law, Chaplain Corps & Historian —Logistics, Fuels, & Maintenance —Medical, Nursing & Dental —OSI & Security Forces —Public Affairs & Combat Camera —Safety —Test & Evaluation
<p>Special Operations</p> <ul style="list-style-type: none"> —C-145A, U-28 	<p>Personnel Recovery</p> <ul style="list-style-type: none"> —HC-130N/P, HH-60G & Guardian Angel
<p>Space Superiority</p> <ul style="list-style-type: none"> —GPS —Joint Space Operations Center —Missile Warning —Space Control —Space Professional Education —Weather 	<p>Cyberspace Superiority</p> <ul style="list-style-type: none"> —Cyberspace Command & Control —Cyberspace Defense—Active and Passive —Cyber Protection Teams —Extend the Net (Combat Communications) —Information Network Operations
<p>Nuclear Deterrence Operations</p> <ul style="list-style-type: none"> —Air Refueling: KC-135R —Bomber: B-52 	<p>Command and Control</p> <ul style="list-style-type: none"> —Air & Space Operations Center —AWACS: E-3
<p>Education & Training</p> <ul style="list-style-type: none"> —Aeromedical Evacuation Training —AF Academy Flying and Jump Programs —Basic Military Training —Flight Training: T-1, T-6, T-38, AT-38, F-15E, F-16, A-10, B-52, C-5, C-17, C-130, KC-135, KC-10, MQ-1, MQ-9, RQ-4, C-145A 	<p>Building Partnerships</p> <ul style="list-style-type: none"> —Combatant Commander Staffs —Security Cooperation & Exercises —Special Operations

Strategic Depth

The Air Force Reserve's strategic depth is found in the more than 70,000 who make up the Selected Reserve. Additionally, in a time of crisis, the President and Secretary of Defense have the ability to call upon an additional 790,000 Airmen from the Individual Ready Reserve, Standby Reserve, Retired Reserve and Retired Active Duty. Over 75 percent of our Citizen Airmen serve part-time, making us an exceedingly cost-efficient force, even more so when factoring in the intrinsic value derived from the dual-experience gained from a civilian and military career.

Additionally, approximately 10 percent of the Air Force Reserve serves as individual reservists throughout the Department of Defense. These Citizen Airmen serve on over 50 staffs, including the Office of the Secretary of Defense, the Joint Staff, the Air Staff, Combatant Commands, Air Force Major Commands, and Intelligence and Defense Agencies. Integrating individual reservists throughout the DOD provides valuable experience and staff continuity. Collectively, the Citizen Airmen of the Air Force Reserve support the decisionmakers, joint warfighters and force providers at the tactical, operational and strategic levels of conflict.

Surge Capacity

The surge capacity of the Air Force Reserve is derived from our readiness, training and integration with the Active Duty. First, the Air Force Reserve is a Tier 1 ready force, capable of responding within 72 hours to "fight tonight." This is critical as speed is a decisive factor when crisis erupts. By maintaining daily operational readiness, and by training and being inspected to the same standard as the Active Duty, the Air Force Reserve can quickly respond to Combatant Commander requirements.

The majority of Air Force Reservists serve alongside our Active Duty counterparts in association constructs. Approximately two-thirds of the Air Force's Total Force Integration (TFI) associations are with the Air Force Reserve, a relationship first forged in 1968, with the number of TFIs accelerating after the Base Closure and Realignment Commission of 2005. Associations between the Active Component and

Reserve Component represent significant taxpayer value, both in cost savings and improved mission effectiveness, through the sharing of facilities, equipment and aircraft. Integrating with the Active Duty in this way yields numerous synergistic benefits and adds to the Air Force's strength, including an improved ability to respond with surge capacity at a moment's notice.

TOMORROW'S AIR FORCE RESERVE

The Air Force Reserve is an integral partner of our three-component Air Force, always evolving to provide our Nation the world's premier air, space and cyberspace force. To maintain our readiness and posture, the Air Force Reserve continues to transform itself in four key areas: Mission, manpower, modernization and military construction.

Mission

In 2013, the Air Force Reserve had several "firsts," demonstrating our support not only for today's joint fight, but how we continue to evolve for the joint fight of tomorrow.

Warfighters around the globe are constantly in need of more intelligence, surveillance and reconnaissance support. This past year, the Air Force Reserve activated the 655th ISR Group at Wright-Patterson AFB, Ohio to support ever-evolving combatant commander requirements. The 655th ISR Group now has units covering the full spectrum of intelligence support, from tactical, full-motion video and signals intelligence exploitation to strategic, higher level analysis and reporting functions.

Also in 2013, the Air Force Reserve helped establish the Air Force Special Operations Air Warfare Center at Hurlburt Field, Florida. This newly created center brings together more than 500 Active Duty and Reserve Airmen for the special operations mission. The synergistic benefit of this new organization will pay huge dividends for the Nation and serves as another valuable example of integrating the Total Force team.

Another one of our successes last year involved the cyberspace mission area. The 960th Cyberspace Operations Group at Joint Base San Antonio-Lackland, Texas stood up as the "center of gravity" for cyberspace operations in the Air Force Reserve. Cyberspace is a manmade domain where the rules and technology continually change at a rapid pace. In this realm, our highly experienced Citizen Airmen leverage their civilian cyberspace knowledge and military experience to stay on the cutting edge.

Finally, a significant milestone is the 307th Bomb Wing at Barksdale AFB, Louisiana, became the first Reserve unit in Air Force history to be nuclear certified, after they excelled during their initial nuclear surety inspection. Our Citizen Airmen, in close partnership with the Active Duty, demonstrated their expertise and strong Total Force experience in becoming qualified to perform the Air Force nuclear mission.

These are just a few examples of what the Air Force Reserve provides our Nation every day. As the Air Force Reserve looks to the future, we are guided by our Strategic Planning Process, which is an in-depth analysis of missions to best support the Defense Strategic Guidance, as well as other planning and strategic guidance. In today's fiscal environment, there continues to be more Combatant Commander requirements than the Air Force can provide. Our Strategic Planning Process aids in determining the best missions to grow and where to divest, within our end strength. "Top-tier" missions for potential growth include rapidly evolving mission areas such as Space, Cyberspace and ISR, as well as more traditional mission sets including Rapid Global Mobility and Global Precision Attack. A significant part of our analysis also includes how to best leverage our core strengths, primarily that of our people.

Manpower

The Citizen Airmen of the Air Force Reserve are our greatest strength. Their Air Force "service before self" attitude is unwavering. More than three-fourths of our Citizen Airmen joined the Air Force Reserve since 9/11, demonstrating their desire to serve in today's fast-paced operational environment. Our average retention rate over the past 7 years is close to 90 percent. Approximately half of our Citizen Airmen served in the military prior to 9/11, most as Active Duty members, indicating not just their experience, but also their long-term commitment as "Airmen for Life."

As we look to the future, the Air Force Reserve will strive to capture the experience and training costs incurred during a member's Active Duty service. Our ability to leverage civilian experience from a variety of career fields, from pilots and nurses to space and cyberspace professionals, also adds to the Air Force Reserve's intrinsic value. Retaining pilot experience remains a priority, but we must also remember the combat-tested warriors across many disciplines and career fields. Lower lifecycle

costs further add to our value and are an important consideration when determining component end strength. With sufficient end strength, the Air Force Reserve can retain the years of experience and the Nation's investment in separating Active Duty Airmen.

I wish to highlight to the subcommittee a manpower cost simulation tool called ICAM (Individual Cost Assessment Model) that is used to estimate burdened lifecycle and annual manpower cost for each component of the Air Force. The Air Force Reserve teamed with the Air National Guard and the Headquarters Air Force staff to develop this tool, which was formally adopted by the Air Force. Additionally, ICAM was highlighted in the NCSAF report for its ability to model "individual Airmen over time along the myriad possible career paths beginning with accession and ending at separation from the Air Force (prior to earning retirement benefits) or death." ICAM's potential lies not in just its modeling capability, but in the ability to move toward a "common ground" on manpower costs, allowing for more focused effort on the subjective factors, such as capacity and capability, in determining the Air Force's future force structure.

To best utilize our current manpower, Congressional authority to mobilize up to 60,000 members of the Reserve Components for preplanned and budgeted missions in support of Combatant Commands (known as 12304b) will be an important factor in the future use of the Air Force Reserve. By utilizing 12304b authority and receiving adequate Military Personnel Appropriation (MPA or "man-day") funding, predictability can be increased for the Reserve Component, which is important for Combatant Commanders, Reservists, and their families and employers. This is why we would like to see a separate budget activity code or specific funding line in MPA for "operational support by the Air Reserve Component" as recommended by the NCSAF.

Modernization

Continually transforming the Reserve Component through modernization is critical to ensuring we are a mission-effective and combat-ready partner across the spectrum of conflict. The Air Force Reserve requires on-going equipment modernization and uses the National Guard and Reserve Equipment Appropriation (NGREA) to maintain leading-edge combat capability on aging equipment. This appropriation enables modernization of critical equipment for our force.

The current top Air Force Reserve procurement priorities are:

1. Defensive Systems

Air Force Reserve aircraft require self-protection suites that are effective against modern anti-aircraft systems. Large Aircraft Infrared Countermeasures (LAIRCM), Aircraft Defensive Systems (ADS) and Missile Warning Systems (MWS) greatly enhance protection and survivability rates for aircraft while conducting operations in high-threat areas.

2. Data Link and Secure Communications (Battlefield Situational Awareness)

The information demands of modern warfare require a fully integrated data link network. A robust, persistent airborne gateway system and secure line-of-sight (SLOS)/beyond line-of-sight (BLOS) voice and data communications systems support that integrated data link requirement. NGREA funds are being used to install SLOS/BLOS communications in all Air Force Reserve combat-coded aircraft.

Military Construction (MILCON)

MILCON is also a critical component in the Air Force Reserve's ability to be combat ready for tomorrow's joint fight. The Air Force Reserve is a tenant at over 50 installations, where we maximize taxpayer value by sharing facilities whenever possible. Nevertheless, the Air Force Reserve is in need of MILCON to modernize and consolidate existing infrastructure, as well as accommodate growth into new mission areas. We currently face a validated \$1.4 billion backlog of unfunded MILCON requirements. For fiscal year 2015, there are three Air Force Reserve MILCON projects:

- AFRC Consolidated Mission Complex at Robins Air Force Base, Georgia.
- Tanker Apron Expansion at Seymour Johnson Air Force Base, North Carolina.
- Explosive Ordinance Disposal Training Facility at Naval Air Station Joint Reserve Base, Fort Worth, Texas.

The Air Force Reserve, like the Active Duty, is counterbalancing some risk in military construction through operation and maintenance facility sustainment, restoration, and modernization funding. We are recapitalizing aging facilities, promoting consolidation, and demolishing unnecessary, resource-draining facilities to make the best use of our facility footprint.

CITIZEN AIRMEN—OUR MOST VALUED RESOURCE

The men and women of the Air Force Reserve are our most valued resource. Our Citizen Airmen have consistently demonstrated their commitment to answer our Nation's call. The Air Force Reserve remains committed to these dedicated Airmen, with a constant focus on their well-being and continued success.

We ask America's Citizen Airmen to maintain a unique "reserve-work-life balance" between their Air Force duties, their civilian employer and their families. Maintaining this balance can sometimes be a challenge. Programs such as the Employer Support of the Guard and Reserve (ESGR) and "Hero2Hired.jobs" are critical in helping our Airmen deal with life-changing events such as deploying and transitioning to or from the civilian workforce.

The importance of the Yellow Ribbon Program for our deploying members was demonstrated last fiscal year as 2,273 Air Force Reserve members attended 57 events, along with 3,685 family members. Our member satisfaction rate of 92 percent is a testament to the value of the Yellow Ribbon Program in supporting our Citizen Airmen, their families and employers throughout the deployment cycle. In 2013, the Air Force Reserve's Yellow Ribbon Program was the first to begin using a scanner system to track events and their attendees. Coupled with pre- and post-event surveys, this provides Yellow Ribbon administrators information to build more effective future events. The result is better programming for breakout sessions and more efficient use of taxpayer dollars.

Additionally, the Air Force Reserve is leveraging today's technology to further support our reserve-work-life balance by offering the Wingman Toolkit, found at <http://AFRC.WingmanToolkit.org/>. The Wingman Toolkit is our online resource designed around comprehensive fitness and the four areas of physical, mental, spiritual and social wellbeing. Resources include articles, videos, website links, resiliency training, a mobile phone app, a sexual assault resource page, and a "Get Help" bell with the National Suicide Prevention Lifeline for those that may need immediate help. The Wingman Toolkit is one of many efforts to ensure our Citizen Airmen's comprehensive fitness, by building a strong Wingman culture of Airmen proactively taking care of themselves and each other.

In addition to the Wingman Toolkit, the Air Force Reserve provides the Psychological Health Advocacy Program (PHAP) to aid Airmen and families. PHAP assists our members and their families by locating appropriate resources through free and confidential regional teams, available 24/7. Our Nurse Case Facilitators offer resource referrals for any life stressor, from family counseling and deployment support to suicide prevention and substance abuse. In fiscal year 2013, only the second year of the program, the cases increased by 91 percent to more than 1,100, and the number of mental health cases increased by 142 percent to over 300. These increases are a result of more members taking advantage of this important service, which is making a direct impact on our member's lives. Our Citizen Airmen have come to appreciate the PHAP motto that "you and your family are not alone."

Finally, a continual focus of the Air Force Reserve is to "strengthen the team" and give people the tools to succeed. Professional force development, in both officer and senior enlisted ranks, is vital to growing leaders for the Air Force and our Nation. The Air Force Reserve team is working diligently to increase opportunities and options for those seeking to be considered as potential senior leaders, while preserving the Citizen Airmen culture of being stationed locally and serving globally. This is another reason why, in my opinion, I disagree with the recommendation from the National Commission on the Structure of the Air Force report to disestablish Air Force Reserve Command and inactivate the Reserve Numbered Air Forces, wings, and squadrons. If enacted, the recommendation would eliminate leadership pathways to develop our Citizen Airmen, especially for our Air Reserve Technicians and Traditional Reservists.

CONCLUSION

The Air Force Reserve is a proud and indispensable member of the three-component Air Force team, dedicated to mission accomplishment for Combatant Commanders and our Nation. I sincerely appreciate the enduring support of this subcommittee and all you do for America's Citizen Airmen. I look forward to working with each of you to ensure that your Air Force Reserve remains postured and ready to serve in today's and tomorrow's joint fight.

Senator DURBIN. Thanks, General.
We will have 7-minute rounds, and I will start.

Madam Secretary, it is no secret that we have had some differences with Russia in the last few months. Some have even suggested our relationship is getting colder. And yet in at least one important area, we are still dependent on Russia in terms of our American national defense, which might come as a surprise to many people. The United Launch Alliance (ULA) uses Russian-made RD-180 engines in its Atlas V Launch Vehicles. ULA has told this committee it has 2 years' worth of engines, so I shouldn't be concerned. But a recent article in Bloomberg magazine stated that Pentagon officials have asked the Air Force to review whether the use of Russian engines on rockets creates a national security risk.

Another article in Aviation Week points out that U.S. coproduction of the RD-180 engine would cost \$1 billion over 5 years to accomplish. If we decided to produce this engine domestically, clearly, we have a big bill to pay.

I would like to ask you what your take is on this potential challenge, something we need to at least look ahead and anticipate in the hopes it never happens.

Ms. JAMES. Mr. Chairman, my take is I, too, find it worrisome. I, too, have read these reports. I have talked to my own people just in the first couple of months here.

We did, as you mentioned, initiate a review, which is due at the end of May, so it is a fairly quick review, to get to the bottom of some of these questions and, more importantly, to provide some answers that if we did have it shut off, what would it mean.

Again, I, too, have heard 2 years of supply. I have learned spare parts are very important, so that is a question that the review is also going to look at: Do we have spare parts for the 2 years?

I will tell you that if anything would go wrong in the immediate future, we could also go to the Delta option, so we have that as a fallback in the immediate future. But I, too, am interested in what the domestic production would look like, and the costs. So we are studying it. We are studying it quickly. We hope to have some more answers shortly.

Senator DURBIN. Well, it is no secret that we have anticipated a competition, which will engage another company in this process. And I believe the President's budget diminishes that competition in years to come, which seems to be moving in the opposite direction, really putting most of our faith in the ULA project to continue despite the question mark about Russian sources.

Ms. JAMES. So here is the way I would describe the EELV (Evolved Expendable Launch Vehicle) program: It is comprised of, to use very simple language, heavy launches and lighter launches. So we want competition for all of the launches. And by 2017, under the process that has been laid out, we expect that we will have new entrants to compete for all of it.

By the end of this year, we hope to have people qualified—other companies qualified—to compete for the light launches. So there are heavies, and there are lights.

So what you are referring to is the fact that in terms of the light launches, some of those launches have gotten deferred beyond the 5-year plan. Why? The answer is: Those launches involve Global Positioning System (GPS) satellites, and it turns out that the exist-

ing GPS satellites are lasting longer than we originally anticipated. Therefore, we don't need to launch them as quickly.

Now with that said, we anticipate eight of these launches to occur over the 5-year period of the light ones, and seven of the eight will be competitive, assuming the new entrants qualify, and everything I am hearing tells me they will.

Senator DURBIN. General Welsh, I would like to ask you about two specific decisions that are part of this budget. The first decision calls on the Air Force Guard to give up the Apache helicopters, to transfer those to the Active Air Force.

It is my understanding that the Air Force Guard has now taken those helicopters into combat and has combat-hardened crews that are currently serving and protecting our Nation. The future of those crews may be in jeopardy if we trade the Apache for the Black Hawk.

I would like to ask you why, since it is only a small portion of the Apache helicopter fleet, you would want to eliminate the Air Guard commitment in that area?

Secondly, I may have mentioned this to you, I think I did, reading an article when it came to an aircraft that you are familiar with, the Warthog, the A-10. It was a Harper's article that talked about actual battlefield decisions being made by A-10 pilots who were close in, viewing a potential target, and then transferred to a B-1 bomber at high altitude that made a different decision, which turned out to be a fatally wrong decision.

So the notion of retiring the A-10 fleet, the Warthogs, at this point, I would like to ask you if you have taken into consideration the versatility and capability of that aircraft that might be sacrificed in this change.

General WELSH. Thank you, Chairman.

On the first issue, the Apaches are probably a better topic for General Grass to address.

Senator DURBIN. I said Air Force Guard. I am corrected. It is the Army Guard.

General WELSH. But on the A-10 side of the house, the discussion for us, really, is about the mission of close air support, not specifically about platforms that fly it.

We are making choices, as I mentioned in my brief opening comments, that are no fun for any of us. Everything is affecting capability now. We are going to affect our mission areas with any decision we make in this budget.

The combatant commanders, the service chiefs, are all part of this conversation. The Air Force provides a series of things to a ground force commander and a combatant commander, not just close air support. And our attempt, in our recommendations in this budget, is to balance those mission areas.

There are terrible stories about mistakes that are made in combat in every platform we fly, every one of them. The specific article you are referring to, sir, I would love to walk through the article with you. There are some things in there that I don't believe are completely factual, or there is more to the story that the reporter just didn't have access to. I would love to talk in detail about this topic with you and explain that analysis. For example, we looked at options on the operational side of divesting the A-10 fleet, di-

vesting the B-1 fleet, divesting X number of F-16s, probably 350 or so, to make the same amount of savings as the A-10 fleet. We looked at an option of divesting the F-15Es to a certain level to pay that same bill. We looked at the deferring more F-35s outside the FYDP (Future Years Defense Plan). We looked at grounding current squadrons and giving up readiness in order to pay the bill to keep the A-10 fleet active. So we looked at a number of different ways to create the \$4 billion or so of savings in budget, and then we did a very detailed operational analysis against the standard DOD scenarios that we are required to prepare for. And the operational result was that the best operational military answer was to divest the A-10 fleet.

I would love to have that discussion in detail. It is probably not the forum for it. But, sir, this is about much more than a particular airplane. The A-10 is a great airplane. We have many other airplanes that fly close air support (CAS) very, very well and have been doing it for a long time. This is a much broader discussion than that, because it is a balance, and what an Air Force brings to the theater.

Senator DURBIN. I look forward to that discussion.

General Grass, if you could clarify, I made a mistake earlier, in reference to the Apache. But if you would clarify that?

General GRASS. Chairman Durbin, we have been working closely with the Army to try to find a solution. The Army has some major issues they have to deal with right now in rotary wing aircraft, both the training aircraft, as well as the scout vehicle.

We agree with the Army divesting of those two platforms. What we are concerned about though is taking all of the Apaches from the Guard and putting them on Active Duty. We have units with thousands of flying hours in combat. We also provide an opportunity for Active pilots coming off to come into the Guard to maintain that capability.

At the same time, our proposal would actually put some of our Apaches back into the Active side to pay part of the bill. So we have a proposal on the table we are waiting for a response to, to see if we can come up with a solution with the Army.

Senator DURBIN. Thanks, General.

Senator Cochran.

Senator COCHRAN. Mr. Chairman, thank you.

My thanks to the panel for being here today to discuss the Air Force budget request.

We are concerned about the situation in our State at Keesler Air Force Base, which is one of the sources of pride we have in our close connection with military training activities. Keesler is well-known throughout the Air Force and, certainly, throughout our State as a wonderful place to work and to live, to raise a family and to serve.

We are concerned that we keep getting mixed signals about exactly what the budget request contains for funding of the training mission at Keesler, and any other needs for funding that exist and are not reflected in the submission to the committee.

So I direct my question to Secretary James and General Jackson. I am concerned about the justifications that we find in the Total Air Force plan for 2015. Included in the proposal is an indication

that there will be a relocation of 10 C-130Js from Keesler Air Force Base to some other location.

It seems to be inconsistent with comments that we have had in the past. General Jackson, I appreciate your briefing us yesterday on your plan, but we haven't heard any real justification for this decision.

And I would like to have some update from the panel, either in writing or later, or any comments that you care to make now, to clarify what the intentions are and what the budget request contains with respect to Keesler Air Force Base.

Ms. JAMES. So, Senator, maybe I could just begin and then General Jackson could provide some additional details.

Senator COCHRAN. That is fine.

Ms. JAMES. From sort of the big picture perspective, as we put the budget together and we look at the strategy and we look at what the requirements are, we have too many C-130s in the inventory vis-a-vis the requirements. So that is kind of the big picture first point. So we are looking to reduce some C-130s, trying to keep the newer ones in the inventory, retire the older ones, and so things are moving around as a result.

Now as to what is moving where and why, there is—where I think General Jackson would be better to answer that.

Senator COCHRAN. Okay. General.

General JACKSON. Thank you, ma'am.

Senator Cochran, thank you for the opportunity to comment on the C-130s. As we discussed yesterday, this is a comprehensive C-130 plan that we had to put together with the Air Force in concert with the Air National Guard and Active Duty on where we are going to put a C-130 fleet.

The Air Force Reserve part of that discussion was to bring to the table the 11 locations that we currently operate C-130s and have the discussion on where we should try to consolidate to achieve the savings that we need to achieve for the Air Force.

The Air Force Reserve has currently lost approximately from 104 down to 66 C-130s, and we need to make sure those are located at exactly the locations where we can get the most benefit for the Air Force and the Total Force.

Little Rock Air Force Base, Arkansas is the location that we have determined that would be a good place to go ahead and take and try to consolidate that C-130 schoolhouse, the two Active Duty squadrons, the Air Force Reserve squadron, and, of course, the C-130J and, of course, the C-130H schoolhouse at that location, because it allows us to provide backshop synergy. We have some manpower savings from that location, change also through reduction in North Carolina at Pope Field. And that is what we are seeking to achieve, is to go ahead and pay the bill that we need to pay when it comes to that airframe, sir.

Senator COCHRAN. One of the missions of that facility is the so-called Hurricane Hunters. Who is going to end up being responsible for providing information to the people who live in the Gulf of Mexico area with respect to the hurricanes that sometimes come up through the gulf? And isn't Keesler located in ground zero and probably the best place to have vigilance missions flown from there rather than going inland some several hundred miles to Little Rock

to get you out of the picture? You might be going to the coast and a hurricane will be over, and everybody has lost everything by the time the planes get to the gulf.

What is your reaction to that? Does that make sense? It doesn't sound like it makes good sense to me.

General JACKSON. Senator, there is absolutely no intention of removing the 403rd Wing or the Hurricane Hunters mission from Keesler Air Force Base, Mississippi. As you are probably aware, we currently have 10 C-130Js that are part of the 403rd that do that mission and the other 10 C-130Js that the Air Force Reserve has assigned to them are the ones that we would be looking to move to Little Rock to achieve the synergy that we want to achieve, and the savings we would like to achieve.

We have looked at it really hard to make sure that the 403rd and Frank Amodeo, the wing commander, has everything he needs to continue to conduct that mission for the Nation. And I do not see any adverse impact to the mission at all.

Senator COCHRAN. Very good. Thank you for that explanation.

Thank you very much.

Senator DURBIN. Senator Leahy.

Senator LEAHY. Thank you, Mr. Chairman. The chairman asked a couple questions I was thinking about, on the Apache and others, so I won't repeat that.

But I think we all know we have to not only rethink our approach to security because of the changes in the world and our fiscal policy, but it is probably something that we should do all the time anyway.

I remember 2 years ago when the Air Force proposed some changes that were found unacceptable to both parties here on the Hill. It turned into a real battle between the Active and Reserve components. Now 2 years later, the Air Force is a model for cooperation. General Welsh and Secretary James, I talked with both of you about this. And I just wanted to compliment you publicly for that. It is a great change in tone, and cooperation is so rare sometimes to see around here. I am delighted to see it.

I know, General Grass, that the Army is going through some questions on that. I am sure Senator Graham and I will probably have further questions, because I am concerned that as we draw down dramatically our Guard and Reserves, that if we try to bring them back up because of an emergency, there is not going to be any there. If we are going to be able to do the kind of recruiting they need to do, I hope there will be an understanding that sometimes these cuts are pennywise and pound foolish. And I hope you would agree with me.

I don't mean to put you on the spot. But I just want you to know how I feel about it.

The Commission on the Structure of the Air Force showed the right destination for a Total Force and how we should get it done.

Secretary, will you continue to make use of the expertise of the commissioners and their staff?

Ms. JAMES. So, Senator, I think they delivered just a fine, fine body of work overall, so I would like to just say that publicly. And I know many of the commissioners, and I am certain that we are going to continue to call upon their expertise in the future. And

there is an awful lot about that report that we absolutely agree with. There are a couple points of disagreement, which we can talk about if you would like. But overall, it is an excellent report.

Senator LEAHY. I look at our Active association with our fighter wing in Vermont. Nobody would ever be parochial in their questions from this panel, so I will not break that. But I don't think it is as active as would be possible.

I hear from Active pilots their concerns about careers after service with the National Guard, so we should look at increasing the number of airmen in Active associations and the incentives about serving a tour in a different component.

Ms. JAMES. So going forward, in perpetuity, I will say, we in the Air Force have what we call our Total Force Continuum teams. So this is a team of Active, Guard, and Reserve officers who are forever now going to be helping us move forward in terms of looking at: Can we rely more and more on the Guard and Reserve?

And the area of association has been a great success story for us over all. I think we now have more than 100 different types of associations in the Air Force, and I think the key next step there is to capture the lessons learned from those associations. So as we take it forward in the future, we can apply those lessons learned and do an even better job of it.

Senator LEAHY. Well, as you work for Total Force integration, it means that you have to make some tough decisions, and I am confident that you will. But I would hope that as you go on some of those, and it is going back and forth, don't ever hesitate to call us up here on the Hill. You have a lot of people in both parties who care greatly about where we are not only today, but where we are going to be 10 years from now. And you continuously have to plan for that 10 years from now.

If I have further questions, I will submit them for the record, Mr. Chairman.

Senator DURBIN. Thank you, Senator Leahy.

Senator Graham.

Senator GRAHAM. Thank you, Mr. Chairman.

Senator Leahy and I will be getting back with the Active Duty and Guard to see if we can help you come together. And I would suggest you take us up on it.

Now, General Welsh, if you took the United States out of NATO (North Atlantic Treaty Organization), in terms of airlift capability for NATO troops, what would we have left?

General WELSH. It would be dramatically reduced, sir, with limited capability in a few countries. And there is a consortium that does support NATO occasionally and the strategic airlift wing in Hungary, not just NATO countries, NATO—

Senator GRAHAM. Would you lose like 90 percent of the capability?

General WELSH. Sir, I don't know the number. A lot of the capability.

Senator GRAHAM. Yes. A vast majority?

General WELSH. In the strategic airlift, we would. In the tactical airlift with A-400 acquisition by a number of the countries, they are actually improving their capabilities. But it is a large number, Senator.

Senator GRAHAM. A large number. So the NATO countries outside the United States, are they ramping up their defense spending or not?

General WELSH. No, sir, they are not.

Senator GRAHAM. Okay. So when you look out over the next 10 years, would you say that our allies are going to be spending less money, not more, on defense?

General WELSH. There are a lot of allies, sir.

Senator GRAHAM. NATO.

General WELSH. I know the general trend is down in Europe. There are a few exceptions where percentage GDP (gross domestic product) on defense spending is actually going up, but there are a very few numbers of those countries.

Senator GRAHAM. How many countries in NATO spend more than 2 percent of GDP on defense?

General WELSH. The last I can accurately tell you is 18 months ago was the last time I looked, and there were four.

Senator GRAHAM. Four. Okay.

I just want the committee to know that we are entering into a world where we have less capable allies. I am sure it is budget-driven, too.

Secretary James, Madam Secretary, I want to applaud you and General Welsh and the whole Air Force team for taking the sexual assault issue head on. And I understand that our pilot project in the Air Force is spreading to the other services, where a sexual assault victim would be assigned an individual judge advocate. Is that correct?

Ms. JAMES. That is correct.

Senator GRAHAM. Do you have the money you need in this budget to continue the progress you are making in terms of dealing with the sexual assault problem?

Ms. JAMES. I believe that we do, yes. And as you said, we are on it, and it requires constant vigilance and leadership, and we are committed to it.

Senator GRAHAM. To our Reserve components, at the height of the Afghan-Iraq conflict, what percentage of C-17s and C-130s missions were being flown by either Air Guard or Air reservists? Do you know?

Let's start with the C-17.

General CLARKE. Sir, I don't have the numbers. I would have to get back to you with the actual numbers.

[The information follows:]

The Air Force Reserve deployed individuals to the Afghan-Iraq conflict 15,524 times in support of C-17 and C-130 operations, compiling a total of 713,855 Active Duty man-days served from 2003-2013.

The Air Force has not calculated the specific percentage of C-17 or C-130 missions flown by Air National Guard or Air Force Reserve members at the height of the Afghan-Iraq conflict since no one central office tracks this data or adjudicates the credit for missions flown. The data requested is embedded in archived databases and requires a significant amount of time to recall, sort, filter, analyze and adjudicate to present in the format requested.

In addition, for the United States Transportation Command missions, some sorties may have contained a crew complement of both Regular Air Force and Air Force Reserve aircrew members.

General JACKSON. Senator, I have to report back on the Reserve piece of that also. But I will tell you that progress is being made to actually capture all of that data.

[The information follows:]

TACTICAL AIRLIFT

The Air Reserve Component as a whole flew the following during calendar year 2011:

	Percentage	
	Air Reserve Component flew	Active Duty flew
C-5	53	47
C-17	23	77
C-130	49	51
KC-135	53	47
KC-10	15	85

General JACKSON. One of the things we are doing is to do an electronic capability to look at every single member and each component to capture that data.

Senator GRAHAM. And the reason that is important, because I think it is over 50 percent, over half the aircrews during the height of the war were reservists and Guard members.

General Welsh, does that sound about right?

General WELSH. Senator, it does. Just from the perspective of well over 50 percent of our airlift fleet of C-130s are in the Reserve component.

Senator GRAHAM. Okay. Is there a statutory cap on how long you can bring somebody onto Active Duty? Is there a time limit?

General JACKSON. If I may, sir, currently, the 1,095 limitation is if you have someone on Active Duty and MPA (military personnel appropriation) status, Reserve or Guard members, that is one of the first milestones, if you achieve that. Now we have the capability to go past that two other numbers, but there is a limitation as to how long you can keep a member on.

Senator GRAHAM. Is it 2 years?

General CLARKE. Yes, sir. It is 1,095 days consecutive that would be counted against you as a part of the end strength. But there are some places where you can change that number a little bit. But that is the basic number.

Senator GRAHAM. How many people crossed that number, but decided to serve anyway?

General CLARKE. Sir, I would have to get back to you with the numbers. I don't have those.

[The information follows:]

STATUTORY CAP ON ACTIVE DUTY SERVICE

From the beginning of October 2011 through the end of September 2013, there were a total of 1,965 Air Force Reserve members who crossed the 1,095 day threshold and continued to serve in support of operational missions.

STATUTORY CAP ON ACTIVE DUTY SERVICE

FISCAL YEAR 2008–2014 APPROVAL/DISAPPROVAL STATISTICS

Fiscal Year	Processed	Approved	Disapproved
2008	186	181	5
2009	182	169	13
2010	385	354	31
2011	30	30	0
2012	25	23	2
2013	23	18	5
2014	4	2	2
Overall Totals	835	777	58

Senator GRAHAM. It is a lot.

So the point is, if they all decided that I am tired, I don't go back, I think we need to look at that, because if half, at least half, of the missions being flown are Guard and reservists, and you have a statutory limit on how long they can serve, we need to make sure—do you agree that could be a conflict?

General CLARKE. I can just tell you in my time in the Air Guard, it has changed quite a bit. In the Air Guard I joined, people built their Guard life basically around their civilian life. And I noticed over time that people have built their civilian life around their Guard life.

Senator GRAHAM. I think that is well-said. And that is a fundamental shift, and we need to address that and understand that this is a fundamental shift in the way people serve.

Back to our favorite subject, the A-10, the idea of losing the A-10, General Grass, is that a good thing or bad thing from your point of view?

General GRASS. Senator, as a ground forces guy, it is bad. But General Welsh and I have worked through this and he has explained why and I totally support his answer.

Senator GRAHAM. And I understand, General Welsh, the dilemma you face. I mean, we created this problem, not you. You didn't pass sequestration; we did.

I believe that what Senator Durbin was saying, that the A-10 is unique. The F-15 and F-16 are great airplanes, no doubt about that, but the ability to get back on the target is faster. The ability to survive in a close air support environment is at least equal if not superior. And it will be 2021 before we have any large numbers of F-35s; is that correct, General Welsh?

General WELSH. That is when a full operational capability is reached.

Senator GRAHAM. If everything goes well.

General WELSH. Yes, sir.

Senator GRAHAM. Okay. So for about \$3.5 billion over the next 5 years, if we could find the money, you could afford to keep the A-10 on board; is that correct, if you have the money?

General WELSH. Sir, this will probably inflame you a bit, I don't think that is the issue.

Senator GRAHAM. No, I understand.

General WELSH. The issue is what Air Force do you want at the end of sequestration. Is it the Air Force you need against the threat and the scenarios at—

Senator GRAHAM. Are you retiring the A-10 because it is no longer relevant to the fight, or because of budget problems?

General WELSH. No, sir. Because of budget problems, clearly.

Senator GRAHAM. All right.

General WELSH. But we have other airplanes that can do close air support. There other things that if you give up those airplanes, you cannot do with an A-10. That is the balance that I am referring to.

Senator GRAHAM. I got it. But if you think that airplane is a good fit for the Army for the next few years to come, and the reason you are retiring the airplane is because of budget problems, what if we fix the budget problem? Would you keep the airplane?

General WELSH. Sir, as I mentioned, I think it is a bigger issue. The pilots, for example, from the A-10, will help populate other systems like the emerging of F-35 squadrons. The maintenance folks from the—

Senator GRAHAM. But if you use the squadron, it doesn't exist. A-10s exist. F-35s are not around. So it is hard to deploy a squadron you don't have.

The last question about space launch vehicles, the Evolved Expendable Launch Vehicle, the Air Force was directed to open that up to more competition. It is my understanding that in 2015, the Air Force is not going to allow any competition. And between 2015 and 2017, instead of 14 launches subject to competition, you are going down to 7. Is that true, Secretary James?

Ms. JAMES. So the numbers that you quoted, Senator, in terms of the decrease, it is because those 14 launches now some of them are beyond the 5-year plan. So we are still projecting them, but we have pushed them out because it turns out those particular launches are for GPS satellites, and those satellites are lasting longer than anticipated, so we don't need to do those launches as early on as possible.

Senator GRAHAM. So I am confident that the Air Force is not reducing competition. We are just having fewer launches because of the lack of need; is that right?

Ms. JAMES. Absolutely not reducing competition. We are in favor of it. And the quicker—

Senator GRAHAM. Senator Durbin and I are going to make sure that withstands scrutiny, because that is the right answer.

Thank you.

Senator DURBIN. Senator Feinstein.

Senator FEINSTEIN. Thanks very much, Mr. Chairman.

I want to take up where you left off on the United Launch Alliance.

I was first visited by them on May 23, 2012, and they told me about the fact that two big American defense companies were going to come together, and instead of competing, that they could lower costs through this alliance.

Well, it turned out that year, they couldn't. The cost went up 60 percent. At the end of that year, Frank Kendall wrote a memorandum, which I ask be included in the record, which essentially

said that these launches would be competed. And since then, costs have continued to go up.

[The information follows:]

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 <small>ACQUISITION, TECHNOLOGY AND LOGISTICS</small>	THE UNDER SECRETARY OF DEFENSE <small>3010 DEFENSE PENTAGON WASHINGTON, DC 20301-3010</small>
	NOV 27 2012
MEMORANDUM FOR SECRETARY OF THE AIR FORCE DIRECTOR, COST ASSESSMENT AND PROGRAM EVALUATION	
SUBJECT: Evolved Expendable Launch Vehicle Program Quantity Buy Decision Acquisition Decision Memorandum	
<p><u>Purpose:</u> The Air Force has requested approval of the quantity rate across FYs 2013-2017 for Evolved Expendable Launch Vehicles (EELV) cores for the EELV Program. The Program Manager is Colonel William Hodgkiss; the Program Executive Officer is Mr. Scott Correll; and the Secretary of the Air Force, the Honorable Michael B. Donley, is performing the duties of the Service Acquisition Executive.</p>	
<p><u>Decisions:</u></p> <ul style="list-style-type: none"> • I authorize the Air Force to negotiate with United Launch Alliance (ULA) based on an acquisition strategy that plans to procure up to 36 EELV cores across 5 years (FY 2013 – FY 2017) from ULA and up to an additional 14 cores from ULA under the Variation in Quantity and Configuration provisions if competition is not viable at time of need. The Air Force may not exceed the obligation authority established by my Acquisition Decision Memoranda (ADMs) of July 12, 2012, and September 25, 2012, until the Acquisition Program Baseline (APB) is approved. • I direct the Air Force to aggressively introduce a competitive procurement environment in the EELV program by competing up to 14 cores with initial contract awards as early as FY 2015 for missions that can be flown as early as FY 2017. 	
<p><u>Tasking/Action Items:</u></p> <p>The Secretary of the Air Force shall:</p> <ul style="list-style-type: none"> • Within 30 days of this ADM, submit for my approval the date or event(s) that will trigger the release of a competitive Request for Proposal (RFP) for the 14 cores available for competition. Prior to Milestone (MS) C re-approval and prior to releasing the competitive RFP, the Air Force shall provide an acquisition strategy (or addendum to the current acquisition strategy) for my approval that addresses procuring up to 36 EELV cores, and also for competition for launch services, ensuring the benefits of competition are retained while maintaining the required mission assurance and assured access. • Take action to compete missions in such a way as to start awarding them as soon as possible after a new entrant is certified for the EELV program. After a new entrant's first successful 	
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certification launch, the Air Force shall consider awarding an early integration contract to that new entrant for one or more candidate satellite missions.

- Provide EELV detailed programmatic assumptions for the development of the MS C baseline to Director, Cost Assessment and Program Evaluation (D,CAPE) in writing.

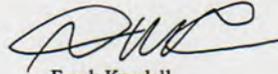
I request D,CAPE use a streamlined process to develop an Independent Cost Estimate (ICE), within 15 working days of receipt of the Air Force's programmatic assumptions and consistent with my decision on quantity and rate commitment in support of the MS C re-approval decision.

Discussion: This ADM authorizes an approach to contract negotiations on the size and duration of the EELV quantity over the Future Years Defense Program and allows the Air Force to proceed towards a plan for awarding a requirements contract and developing a competition plan in FY 2013. In addition, this ADM allows D,CAPE to complete an ICE and enables the Air Force to prepare the APB, both of which are required before I can re-approve MS C.

My intent with this decision is to maintain required mission assurance, obtain the positive effects of competition as quickly as possible, and also reduce the cost of the launch services we must procure from ULA. The 36 EELV cores designated to be procured from ULA require capabilities no emerging new launch entrant has developed or capabilities that are required for operational needs before the earliest new launch entrant's anticipated availability.

The acquisition strategy contains up to 14 cores available for competition if emerging new entrants have the required launch capability on a schedule to support all or some of these launches. In addition, the Air Force will enable this competition by planning for early integration of the candidate satellite missions.

My points of contact are Colonel Gregory B. Gonzalez, Deputy Director, Acquisition Management, at 703-697-0476 or Gregory.Gonzalez@osd.mil, and Colonel Carolyn Campbell, Chief, Enabling Systems Division, Space and Intelligence Office, at 703-692-6249 or Carolyn.Campbell@osd.mil.



Frank Kendall

cc:
DAB Principals
DAB Advisors

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Senator FEINSTEIN. The GAO (Government Accountability Office) pointing out enormous cost increases, and the budget document

points out how costs actually have increased. And I gather on a per core basis, the price has increased about \$186 million from 1 year to the next.

Candidly, I find that unacceptable. If I understand what you told the committee through Senator Durbin's question, the Air Force was directed to compete up to 14 cores with an initial contract award as early as 2015. Today, you are saying that is eight.

The thing of it is: You are still allowing 35 cores to ULA with only 8 competed. And so it seems to me that what Frank Kendall wanted, opening the program to competition, is really not happening. You are really reducing the ability for competition.

And I recognize that outside companies may be looked at differently than two big huge defense companies, but the cost just continues to go up.

So I have a very difficult time understanding the Air Force's resistance to say anticipated costs, which have gone up, we are going to really compete these cores and allow for free and open competition for just as many as people qualify for.

Ms. JAMES. So, if I may: First of all, I agree with everything you said in terms of the desire for competition. And I tell you that is absolutely what I want.

Now, this particular contract I think that you are talking about, which was the so-called sole-source to ULA, which locks in, I believe it is 36 cores—

Senator FEINSTEIN. Rather than 35, okay.

Ms. JAMES. Or it might be 35. So let me come back on the record on that. But that is about the order of magnitude.

[The information follows:]

ENGINE CORES

The Launch Vehicle Production Services contract with the United Launch Alliance is for 35 cores out of the 36 cores used in pricing the deal. The other core was procured in fiscal year 2012 using the previous contract.

Ms. JAMES. That was signed in December actually before I got there. But I am told that that particular contract locked in cost savings of \$1.2 billion to the taxpayers, as compared to what the "should cost" analysis said.

So in other words, your information is a little bit different from my information. It sounds to me like the costs are getting better.

But with that said, there is no doubt in my mind that even the threat of competition probably helped those numbers come down.

So the quicker we can get other companies qualified to compete, the better, as far as I am concerned.

And again, by the end of 2014, I believe they will be qualified to compete for the lights. And by 2017, they will be able to compete for the heavies as well, which means the whole thing would be opened up to competition.

Senator FEINSTEIN. Well, let me just quote a sentence from the GAO report of last week: "The program is estimated to cost over \$70 billion through 2030. EELV program officials are currently conducting activities to certify new launch providers and signed a contract modification to procure additional EELV launches."

Now, if those launches are almost 3-to-1 in cost to a competitor, why would this make sense?

Ms. JAMES. Well, I have to believe the \$70 billion is their extrapolation taking the data of today and simply going to 2030. And if we can't do better than that, then shame on us. And I am convinced that competition will help us as we move forward, and as we get these new competitors qualified to be part of that competition.

Senator FEINSTEIN. Well, I have watched this now for some time. Six of us are sending a letter to the Secretary of Defense, and asking him to take a look at this program. I am very worried that the costs are not going to be lower in any way, shape, or form. Over time, of course, costs go up. But I am worried about the costs going up exponentially.

And what this has said to me, that when you put two big defense contracts together, it is a problem. The costs don't drop.

And, as you know, there was a huge upfront payment to them, as I understand it, as well. And so my view is that there should be full and free competition, and additionally, the main competitor, let's put it on the table, is SpaceX. It is all an American rocket. That has a great deal of attraction, I think, to the American people.

If it can come in competitively, what this says about American ability is enormous.

So to lock them out by reducing the number of launches that they can qualify for, which is my understanding of what has just been done, I don't think it is the right thing.

Ms. JAMES. And I totally agree with you on competition, and that is absolutely the way I want to move as well. And I am going to be pressing for that.

The launches that are reduced, they are not reduced in the absolute. They are just delayed, and the reason for that delay was because we don't need them as quickly because the existing satellites are lasting longer. It had nothing to do with locking someone out of competition. That is the absolute last thing that it related to.

Senator FEINSTEIN. Well, when will the first competitive launches begin? And how many launches, for the record, will be competitive at that time?

Ms. JAMES. So may I come back to you on the record for that? But my understanding is, in terms of the overall numbers, there are eight in that light category over the next 5 years; seven of those eight will be competitive.

Senator FEINSTEIN. Beginning when?

Ms. JAMES. That is what I need to come back to you on, please. [The information follows:]

COMPETITIVE LAUNCHES

Seven of the eight light missions will be competed in the next 3 years beginning in fiscal year 2015. One competitive launch service opportunity will be procured in fiscal year 2015 for launch in 2017, assuming that the SpaceX Falcon 9 v 1.1 is certified before the planned award of National Reconnaissance Office Launch-79 in December 2014. There are six more competitive launch opportunities spread across fiscal years 2016 and 2017.

Senator FEINSTEIN. Okay. Fair enough. Thank you.

Thank you very much, Mr. Chairman.

Senator DURBIN. Senator Murkowski.

Senator MURKOWSKI. Thank you, Mr. Chairman.

Welcome to all of you.

General Welsh, I want to give a special thank you for your leadership and decision as it related to the F-16 Aggressor Squadron there at Eielson. I think I speak for the entire Alaska community in thanking you for that decision.

I want to address my comments this morning to you, though, as it relates to the F-35s and basing in the Pacific. It is my understanding that PACAF is going to be the second operational location for the F-35s.

I, certainly, see that benefit. We have had this conversation before. But I would like you to just briefly explain to the subcommittee why it is so important to expedite placement of this fifth-generation fighter into the Pacific.

And then if you can also address this concern: We were told at the briefing, the USG staff briefing, that if sequestration funding levels continue, we might see the F-35 buys reduced by 17 aircraft. What, if anything, would that do to the Air Force basing strategy in the Pacific?

General WELSH. Senator, the importance of the F-35 in both the Pacific and European theaters, number one, we have partners in both theaters who are going to buy airplane as well, and being able to work and train with them side-by-side develops greater coalition warfighting capabilities for the future, so that the U.S. doesn't have to do as much on their own. We can get support from partners in contingency operations in the future.

It also promotes other kinds of understanding and cooperation between nations.

The F-35's technical and warfighting abilities are also very well-suited for a very highly technical threat in that part of the world, and it will be important for us to train in that environment.

The actual basing process, this summer, we should announce the preferred and alternative choices for the Pacific beddown. As you know, the site surveys are ongoing now for the bases that were nominated by the Pacific air forces to be included for the Pacific beddown. And so we should have the next decision point this summer.

Senator MURKOWSKI. And, of course, you know that I will continue to maintain that when we are talking about the proximity to the Pacific theater, the polar considerations, that Alaska and particularly Eielson is the ideal location for the F-35s there when it comes to the PACAF basing. So we will await the outcome of the site surveys the summer.

General Grass, I wanted to ask you, again, some sensitive issues as it relates to sexual misconduct and allegations involving our Alaska National Guard.

Last week, our Governor asked the National Guard Bureau to initiate an investigation into sexual misconduct allegations. Unfortunately, this isn't new. This was revealed in our State's largest newspaper last fall. I spoke about this on the Senate floor. These were, in fact, the same allegations that my office forwarded to the Department of Defense Inspector General on June 19 of last year.

This, of course, is a great concern. The issues that we have been debating here in the United States Senate is to the process and how we move forward with the chain of command.

From Alaska's perspective, and what we have seen and the failure to find closure with respect to these allegations, really leaves a cloud out there. The question to you this morning is whether or not the National Guard Bureau is coordinating its investigation with others who may also be conducting investigations at this time? What is the status of these investigations? When will we know something? And will the outcomes be transparent, because I think that is absolutely critical along the way?

General GRASS. Yes, Senator. About 2 years ago, we stood up an office of complex investigations with trained investigators, trained out of Fort Leonard Wood, Missouri. And what we have done at request from the State is sent up an investigation team about 3 weeks ago. That was the first visit.

We are looking at a broad brush of complaints, and we will do the analysis. I am free to come and brief you in more detail on where we are in that and how much time it might take.

Senator MURKOWSKI. I would appreciate that. But I would also like assurance that when the investigation is concluded, that there again be a level of transparency with reports with the outcomes.

General GRASS. Yes, ma'am. And the reason we did stand up the office of complex investigation was exactly for that reason, that we could bring someone from the outside the State and provide a report back to the Governor.

Senator MURKOWSKI. I appreciate that. Thank you.

Secretary James, in your opening remarks, you confirmed that a return to sequestration in fiscal year 2016 could potentially kill the Combat Rescue Helicopter.

As you know, in Alaska, we have amazing men and women within our Air National Guard Rescue Squadrons. They do some amazing rescues in some pretty incredible places. Last year alone, they saved 101 lives; over 2,000 lives saved since 1991. What they do is, again, just amazing.

But in order to do amazing things, they need to have equipment. They need to have helicopters that are state-of-the-art.

We are told through our adjutant general, he says that the HH-60s with all the punishment that it takes up North and on the battlefields, he figures they have about 3 years left in them. And they are stretching this even with great maintenance and all that they do. But the mission capable rate is falling.

So with the decision to move forward with the Combat Rescue Helicopter, know how much I support this and think that this is the right step. I think it is great that the Air Force is moving forward with the program, but you have this gap in funding across the Future Years Defense Plan. Assuming that we can fix the burden of sequestration, what are your plans to cover this gap and ensure the program remains on track going forward?

Ms. JAMES. So we estimate that we will need to shift about \$430 million or so within the 5-year defense plan. So we are talking about options for doing just that.

Of course, there are monies beyond the 5-year defense plan that will also be coming due eventually, but what we need to do is figure out in the fairly near term that \$430 million bill.

And if I could just say, I agree with everything you just said about the Combat Rescue Helicopter. And to me, having to reopen

that and all of these other decisions that we would have to be faced with, if we return to sequestration levels, would just be really bad. And I really, really hope that we don't come to that.

Senator MURKOWSKI. Well, we need to work with you, of course, on that.

But what I am hearing you say, though, is that you are preparing as to how you would address this gap if we are able to address the sequestration issue.

Ms. JAMES. Yes. That is correct.

Senator MURKOWSKI. Good. Thank you.

Thank you, Mr. Chairman.

Senator DURBIN. Thank you, Senator.

Senator Pryor.

Senator PRYOR. Thank you, Mr. Chairman. And thank you for your leadership on this.

General Welsh, let me start with you and say thank you for coming to Fort Smith, Arkansas, whenever that was, to look at the 188th down there and the A-10 situation. We appreciate your efforts on that.

And just as a refresher, the A-10s—the last two A-10s—we think, will leave around June 2014, and the MQ-9 doesn't hit that fully operational capability status until sometime in fiscal year 2020. So that is a pretty big gap there. And, of course, I have some concerns there about personnel and what the folks in Fort Smith and the 188th will be doing in the interim.

Can you walk me through that gap and tell me about personnel and just the capabilities they have there, during that gap period?

General WELSH. Senator, as you know, we delayed the departure of the A-10s to make it a little slower departure and transition for the unit. We built the timeline based on that desire. And so we do have crews that have already gone through some of initial training in the new platform.

They are actually operating on a TDY basis with other units, so they are building their experience level. We anticipate these folks will be the instructor cadre at Fort Smith as we do the full transition.

It will take a couple years to go from initial operating ability to full operating capability as hardware, software, and people are trained and arrive.

But the game plan right now, as far as I know it—I will check with General Clarke here to confirm it—is on track. It is on the schedule we built a year ago and ran by you.

Senator PRYOR. Great. I know that in the fiscal year 2014 defense appropriations bill, we had some report language about beginning the RSO training and whatnot in that 2014 timeframe. Just a quick status report on that, are you happy with where that is? Do you think that is progressing as it should be?

General WELSH. Senator, let me defer briefly to General Clarke on the specifics, but, yes, I got that we are on track.

Senator PRYOR. Great. General Clarke.

General CLARKE. Yes, Senator, Arkansas guardsmen are remarkably resilient going through this mission change, and that takes really good leadership to make sure that happens, giving the people

a picture of what the future looks like and where they are going, and they are doing a good job of that.

All of the different parts that you are talking about, what is key to that is that they get the appropriate training and opportunity to do the tech schools, and a little bit of flexibility built into the system to ensure that when they hit the ground, they hit the ground running.

That is one thing we do in Air National Guard very well. When we are given a new mission, we take it on with a lot of gusto and we do a great job of picking it up. And I know the Arkansas Guardsmen will do the same thing.

Senator PRYOR. I think "resilient" is a good word, because they just went through that F-16 to A-10 transition, and now they are going from A-10 to the RSO transition. So I think they are very resilient. And they have a lot of pride about what they do down there.

General CLARKE. Yes, sir.

Senator PRYOR. So that whole community is very, very committed to making sure this gets done. And it is something they are very proud of.

Now, one other question, and I don't know General Clarke, if you are the best one, or General Welsh, I am not quite sure. But just one of the local matters we have there with losing the A-10s is our crash and rescue there at the airport. It is the Fort Smith Municipal Airport.

Now, that may be a little bit below your pay grade, but it is not below my pay grade to worry about things like that.

So do we know when we might anticipate that those funds, if they do dry up, when they might dry up for the crash and rescue? Do we know that?

General CLARKE. Sir, typically, after the mission goes away, where it requires the crash and rescue personnel, there is a transition period built in there. And whenever that date is set, we will give them an opportunity to transition.

Our concern remains that for years we provided that capability there for the local airport. It is one of our great partnerships that we have around all of the communities that we serve. What we hope is that there is a good transition. And oftentimes, we find the equipment to allow the locals to transfer the equipment, if you will, for them to use and continue to sustain that, but they use different personnel, obviously, to do that mission.

Senator PRYOR. Yes, I would like to work with you on that. So we will circle back around after this to talk through some of that. So thank you for that. We will see if we can find the best landing spot for everybody there.

And let me also, General Welsh, while I have you here, let me change gears and talk about the Little Rock Air Force Base. I know that Senator Cochran a few moments ago made a mention of the C-130s down in Mississippi, and some of the J models are coming to Little Rock. Certainly, we are proud of that. But we are also losing some H models.

Let me just say this while I am thinking about it. The leadership at Little Rock Air Force Base is top notch. They are great. There are a number of folks there who are in leadership positions. I was

with Colonel Brewer this weekend and I mean, just really just top-notch, well-motivated. Everybody on that base is really great. And again, the whole community supports that.

But let me ask about that sort of change there, where we are getting 10 new C-130Js. We are losing, I believe, it is 12 C-130Hs. I know there is always going to be some change and transition there.

My understanding is we are losing some personnel there as part of this. Do you have a sense of what those numbers are and what that timetable is like?

General WELSH. Sir, we can get you the exact numbers of people who are affected by this. It is not a very large number. JJ will probably know in the Reserve unit because he was looking at this yesterday, so let me let him answer that.

General JACKSON. Thank you, Chief.

Senator Pryor, it is approximately 60 positions, most of those are part-time positions. Sixty positions total at Little Rock from the Air Force Reserve footprint that we currently have there, as Archie Frye, Colonel Frye, transitions from the Field Training Unit (FTU) into the combat-coded responsibilities there.

Senator PRYOR. So does that mean that all the loss will be in the Reserve component? Or will there be some Active Duty loss?

General JACKSON. Well, sir, currently, we are taking 60 out of the Air Force Reserve component. We are working with the Active Duty side, because that association is outstanding, like you mentioned.

We have an Active association that is tied to that Active Air Force Reserve unit equipped squadron and group there. So as we work through that part of that, we are looking for the synergy to find where we can go ahead and take the backshop and whether it has to be a full-time or can be a part-time type of situation, and how we integrate every level of that, so we are still working through that.

Sir, I will have to get you any answer on the Active Duty manpower numbers.

[The information follows:]

COMPETITIVE LAUNCHES

The Active Component at Little Rock AFB, Arkansas will reduce by - 70 positions as the Active Association converts to C-130Js.

Senator PRYOR. That would be great.

General WELSH. Senator, I would offer that Little Rock is the home of tactical airlift for us. It is one of the gems of the United States Air Force.

What we are trying to do is make it more efficient, in ways that we can, not figure out how to get rid of anything in Little Rock.

Senator PRYOR. No, I recognize that, and I recognize your commitment to Little Rock Air Force Base and the important role it plays for you. So don't take that as a complaint.

But, of course, the community reaches out to me and says what should we expect here? What is this we hear? Those types of things. So I thought I would ask you about that directly. And again, we will follow up afterward.

But again, thank you for all of your service to this great country and just thank you for what you do. Thank you.
 Senator DURBIN. Thanks, Senator Pryor.

ADDITIONAL COMMITTEE QUESTIONS

Thank you to the panel, Secretary James, and the general officers who have joined us today. We will have some questions in writing, which I know you are really familiar with, in the hopes that you can respond on a timely basis. We will add those to the record.

[The following questions were not asked at the hearing, but were submitted to the Department for response subsequent to the hearing:]

QUESTIONS SUBMITTED TO HON. DEBORAH LEE JAMES

QUESTION SUBMITTED BY SENATOR PATRICK J. LEAHY

NATIONAL COMMISSION ON THE STRUCTURE OF THE AIR FORCE

Question. Secretary James, will you provide a list of the recommendations of the National Commission on the Structure of the Air Force that you have already implemented or are planning to implement, and how you have or will do so? Will you also provide a list of other initiatives you have already implemented or are planning to implement to pursue Total Force Integration?

Answer. The Air Force believes the Total Force cannot succeed without all three components—the Active, Guard and Reserve—each providing its unique value to the Nation. Each component is equally represented within the Total Force—Continuum (TF-C) working group, in its efforts to address two lines of effort (LOE) initially established by the Total Force Task Force (TF2). Through these LOEs the TF-C will strive to develop recommendations that maximize the contributions of the Total Force, eliminate cultural and organizational barriers to effectiveness, and provide cost-savings opportunities that minimizing risk to Air Force capability.

The TF-C identified 10 National Commission on the Structure of the Air Force (NCSAF) recommendations as initiatives currently being implemented, or planned for implementation. These recommendations are:

1—*Cost Approach (DOD tasking).*—The Department of Defense (DOD) should formally adopt the “fully burdened cost” approach to calculating military personnel costs, and it should apply analytic methods that focus on appropriate outputs along with life-cycle costs.

6—*Staff Integration.*—The Air Force should integrate the existing staffs of Headquarters Air Force, the Air Force Reserve, and the Air National Guard.

8—*Full-Time and Part-Time mix.*—The combination of full-time and part-time positions should be determined for each unit depending on weapon system requirements, deployment, and rotation schedule based on optimum matching of the needs of the Air Force, family, and employers.

18—*TF Competency Standards.*—Commander, Air Education and Training Command (AETC) in coordination with the Assistant Secretary of the Air Force for Manpower and Reserve Affairs and AF/A1, should develop a Total Force competency standard for officers, non-commissioned officers, and enlisted Airmen across all specialties and career fields before the end of fiscal year 2016.

19—*Access to Non-Residence Education.*—Commander, AETC should ensure that revised curriculum and competency standards are achievable by appropriately structured non-resident education programs equally accessible to personnel of all components.

23—*Non-Disclosure Agreements.*—The Secretary of the Air Force should discontinue use of Non-Disclosure Agreements in the corporate process.

34—*Integrated Personnel Management.*—The Air Force should unify personnel management for all three components under a single integrated organization (A1) in the Headquarters Air Staff.

35—*Integrated Pay/Personnel.*—The Air Force should accelerate the development of an Integrated Pay and Personnel System.

39—*Continuum of Service.*—Implement a pilot project of Continuum of Service that demonstrates the ability of an Airman to transition more seamlessly among the three components.

40—*Active Duty Service Commitment.*—The Air Force should revise the rules for current Active Duty Service Commitments to enable members to meet the commitment in some combination of Active, Reserve, and Guard service.

The Air Force is committed to a comprehensive assessment of NCSAF recommendations, sensible application where it makes sense, and enduring focus on leveraging the Total Force.

QUESTIONS SUBMITTED BY SENATOR TOM HARKIN

NATIONAL COMMISSION ON THE STRUCTURE OF THE AIR FORCE

Question. As I reviewed the report and recommendations of the National Commission on the Structure of the Air Force, I was struck by the Commission's thoughts on the proper balance of force and capabilities between the active and reserve components. While I understand that their end strength recommendations came too late for the Air Force to review before it submitted its budget, I was struck by how the Air Force could maintain its overall end strength, overall capabilities, and its strategic depth, as well as save the taxpayer money by shifting more personnel and capabilities into the reserve components.

As the Air Force is reviewing its force balance in light of new missions, new priorities, new strategies, and new budget constraints, has the Air Force studied and examined ways in which it could implement a major rebalancing of its force? If so, how did the Air Force's findings concur with or differ from the Commission's recommendations?

Answer. The Air Force is undertaking a comprehensive review of every mission area to determine the optimum Active and Reserve Component balance. The foundational data and analytical approach applied is highly consistent with what was used by the National Commission on the Structure of the Air Force (NCSAF). We strengthen this analysis with a recently developed High Velocity Analysis model that uses more highly refined data and analysis to arrive at a more precise Active/Reserve Component mix recommendation. This enhanced precision comes through modeling that better accounts for rotational and non-rotational force analyses and the impacts of Active/Reserve component rebalancing choices on defense planning scenarios that include homeland defense requirements; our initial assessment of all 42 NCSAF recommendations is highly positive. We expect to have 80 percent of the force assessed using the High Velocity Analysis model in time to deliver the fiscal year 2016 President's Budget request.

AIR LOGISTICS COMPLEXES

Question. As you know, the commercial aircraft industry has developed and deployed a variety of new alloys, components, and manufacturing processes in recent years that enable the fabrication of components and subsystems providing equal or superior performance, with dramatically increased reliability, at reduced cost. I was pleased to learn that the Air Force Research Laboratory (AFRL), the Air Force Life Cycle Management Center (AFLCMC), and private sector industry are working closely to develop and certify component parts for legacy aircraft, including the KC-135, C-130, B-52, F-15, and C-5 aircraft. These initiatives combine private sector research and development with commercial materials and manufacturing processes to offer low-risk, low-cost methods to address the need for parts that are no longer in production. This type of partnership appears to offer a potential framework that could in the future be scaled up to support Air Force life cycle weapons systems management, depot maintenance, and supply chain management objectives.

Could you provide the subcommittee with an update on these collaborations between the Air Force Research Laboratory (AFRL), Air Force Life Cycle Management Center (AFLCMC), and the private sector, along with the Air Force's plans to implement resulting component solutions at the Air Logistics Centers in order to address these readiness and sustainment challenges?

Answer. This response provides an update on these collaborations between the Air Force Research Laboratory (AFRL), Air Force Life Cycle Management Center (AFLCMC), and the private sector, along with the Air Force's plans to implement resulting component solutions at the Air Logistics Centers in order to address these readiness and sustainment challenges. The Air Force initiated an HH-60 pilot program utilizing fiscal year 2013 National Defense Authorization Act (NDAA), Section 332 authority. This act authorized appropriations and expenditures for the Air Force to utilize working capital funds for product improvement covered by a pilot program. Partnering with the Army and Goodrich Corporation, the Air Force introduced a joint program to expand the HH-60 integrated vehicle health management system.

We are striving towards full implementation with expectations of improvements in system maintenance, reliability, and safety. Further, we are identifying additional weapon system sustainment technology needs which fall within fiscal year 2013 NDAA criteria such as cadmium and other corrosion prevention coatings for the A-10. As we continue to work such initiatives, Air Force Materiel Command (AFMC) will be equipped to identify and recommend further changes to enable even greater efficiencies for weapon systems support.

Additionally, AFRL and Alcoa have collaborated through the Legacy Aircraft Structures Modernization Opportunity (LASMO) Program providing support to several depot-maintained weapon systems. As a result of the collaborative effort, the C-5, C-130, F-15, KC-135 and B-52 program offices identified and provided prioritized lists of problematic aluminum parts. From those efforts, LASMO-developed technology is now incorporated into the C-5 and KC-135 with on-going evaluations underway for the C-130 and other remaining platforms. Our successful KC-135 implementation approved multiple stringers, spar chords and wing skins for production using commercially available modern alloys with superior mechanical and corrosion performance. Also, our successful C-5 implementation approved the C-5 Batman fitting which is now incorporated into the C-5 program, and likewise benefits from superior material performance.

The Aerospace Systems Directorate (AFRL/RQ) via LASMO has identified numerous technology options for our weapon systems and provided material substitution analysis for priority implementation. The technology developed under LASMO is commercialized and readily available, enhancing the aluminum material options for future investment and contract opportunities.

The AFSC also works closely with AFLCMC, AFRL, and industry to employ new techniques and technologies as the cutting edge of manufacturing evolves. AFSC has initiated, within the Air Logistics Centers, industry partnerships for rapid incorporation of repair technologies. One such partnership will enable us to repair component cases and housings utilizing proven additive repair technology. Additionally, 3-D printing technology is being employed to support cost effective rapid manufacture of maintenance tooling and fixtures. Within the supply chain, efforts are underway to qualify non-structural aircraft components, such as plastic blower fans, that can be produced utilizing 3-D printers at significantly reduced cost.

Current Air Force acquisition and sustainment processes allow opportunities for cooperation with industry and academia to transition commercial technologies into Air Force systems. We work closely with industry through many collaborative venues such as hosting Industry Days and interfacing with industry trade organizations. Furthermore, techniques and processes like analyses of alternatives for future acquisition programs equip the Air Force to evaluate concepts to best meet future requirements. Our industry partners communicate these ideas using our Concept Characterization and Technical Description process. Additionally, AFMC leverages the Sustainment Technology Process to provide visibility and strategic direction to the research, development, transition, and implementation of cross-cutting sustainment technologies. This process provides a systematic and repeatable method for identifying sustainment needs and matching existing commercial technologies.

QUESTIONS SUBMITTED BY SENATOR DIANNE FEINSTEIN

LAUNCH SCHEDULE

Question. Please list the missions that will launch on the launch vehicle cores the Air Force has already ordered from ULA in fiscal year 2013 and fiscal year 2014.

Answer. The Air Force has already ordered a total of 14 cores in fiscal year 2013 and fiscal year 2014 supporting 12 National Security Space missions. Cores already ordered in fiscal year 2013 support Air Force Space Command (AFSPC-5), Wideband Global SATCOM (WGS-7), Space-based Infrared System (SBIRS GEO-3), Global Positioning System (GPS III-1), and National Reconnaissance Office Launch missions (NROL-35, NROL-45, and NROL-55). Cores already ordered in fiscal year 2014 support AFSPC-6, AFSPC-7, AFSPC-11, WGS-8, and NROL-37 missions.

LAUNCH CAPABILITIES

Question. During Secretary James' testimony before the SAC-D, she indicated that some missions that were sole-sourced to ULA and/or previously planned for competitive procurement could not be lifted by new entrants. Please specify which missions set to launch from fiscal years 2017-2019 the Air Force believes SpaceX's Falcon 9 1.1 is not capable of lifting. Please provide the analysis behind such a determination.

Answer. MUOS-5, AEHF-4, AEHF-5, AEHF-6, WGS-8, WGS-9, WGS-10 and NROL-42 satellite mass to orbit exceeds the Falcon 9 v1.1 lift capability.

NROL -44, NROL -68 and NROL-71 require the Delta IV Heavy to launch. These missions' mass to orbit far exceeds the Falcon 9 v1.1 lift capability.

The AFSPC-8 mission is under development and we now understand is outside the Falcon 9 v1.1's planned certified launch capability. Two classified mission satellites (NROL-52 and -61) are already on fixed-price contracts that include provisions for an Atlas V launch vehicle provided as government furnished equipment. Additionally, subsequent analysis determined that these two missions are beyond the SpaceX Falcon 9v.1.1 lift capabilities.

The planned competitive launch procurements in fiscal years 2015-2017 for launch in fiscal years 2017-2019 were based upon assessment of New Entrant provided schedule and capabilities data. A New Entrant is defined as: any launch services provider other than the current provider of evolved expendable launch services (United Launch Alliance) that wished to compete for EELV-class NSS missions.

We would be happy to brief you or your staff on more detailed analysis, if that would be helpful.

GPS III

Question. At what point, specifically, did the Air Force know that launches for the GPS III-2 and GPS III-3 satellites would be slipping beyond 2017? Please provide specific documentation.

Answer. As of the fiscal year 2015 President's Budget request, both GPS III-2 and III-3 are planned for launch in 2017. In the fiscal year 2014 President's Budget request, GPS III-2 was scheduled for a fiscal year 2016 launch and GPS III-3 was scheduled for a fiscal year 2017 launch. The GPS III-2 move from fiscal year 2016 to fiscal year 2017 was driven by changes in satellite launch requirements.

LAUNCH CAPABILITY PAYMENTS

Question. The Department of Defense pays the incumbent provider in the EELV program upwards of \$1 billion per year for launch capability. With the imminent introduction of competition into the program, how, and when, does the Air Force plan to phase out launch capability payments to the United Launch Alliance?

Answer. The current Launch Vehicle Production Services & Capability contract with United Launch Alliance (ULA) funds the capability to lift only the missions procured from ULA plus previously ordered missions. The Department of Defense is currently in the process of determining the best strategy going forward in Phase 2 of the new EELV acquisition strategy for a full and open competition between all certified EELV providers. We will ensure a best value competition that is in the best interest of the American taxpayer and meets the government's requirements including readiness to successfully launch national security payloads on time to the required orbit.

Question. Has the Air Force developed a plan to require United Launch Alliance to account for these Capability payments when offering a price for a launch service in a head-to-head competition with new entrants? If so, what is that plan?

Answer. Both Section 134 of the fiscal year 2014 Consolidated Appropriations Act and Section 145 of the fiscal year 2014 National Defense Authorization Act direct the Secretary of the Air Force to provide the Evolved Expendable Launch Vehicle Acquisition Strategy Implementation Plan for Phase 1A competition in a report to the congressional defense committees. That plan, currently in the Air Force review and approval process, will describe our approach to create equitable competition for Phase 1A missions.

RD-180

Question. Does the United States currently have the approval and licensing authority from the Russian Federation and the Russian manufacturer, NPO Energomash, to manufacture the RD-180 in the United States? If so, how much would this cost?

Answer. RD AMROSS, a United States joint venture between NPO Energomash and Pratt Whitney Rocketdyne, which provides the RD-180 engines for use on the Atlas V vehicle, has all the approval and licensing authority from the Russian Federation and the Russian manufacturer to manufacture the RD-180 in the United State. No additional license, authorities, or approvals are needed to domestically produce the RD-180 engine. The license expires in 2022.

The Air Force does have the cost data for the RD-180 engine. However, this information is proprietary. The Air Force can release such information to a congressional committee upon written request of the committee chair.

Question. The Air Force mandates that United Launch Alliance must comply fully with Government Cost Accounting Standards in an effort to determine price reasonableness. Given this insight, does the Air Force understand how much each of the RD-180 engines used on the Atlas V costs? If so, how much is each engine? Please provide engine costs for each RD-180 engine used for the past 3 fiscal years. Approximately how much will the Government spend on RD-180 engines, either directly or indirectly, in procuring launch services performed on launch vehicles using the RD-180 engine from fiscal year 2013-fiscal year 2017? Please provide this information on a per engine basis.

Answer. The Air Force does have the cost data for the RD-180 engine. However, this information is proprietary. The Air Force can release such information to a congressional committee upon written request of the committee chair.

RETURN OF AIR FORCE 3-STAR TO SHAW AFB

Question. In July of 2012, we discussed the return of the USAF 3-star Combined Force Air Component Commander (CFACC) to Shaw AFB and you projected, along with General Mattis, that the summer of calendar year 2015 was a viable option. However, you also stated you would re-examine and reassess the operational environment in the spring of calendar year 2014 to determine if this “change of construct” will support projected operations in calendar year 2015. Given our drawdown in Afghanistan, where are we in this process? Are we still looking at calendar year 2015 for its return?

Answer. We continue to support General Austin, Commander, U.S. Central Command, and his desire to not return the Air Force 3-star CFACC to Shaw at this time. CENTCOM relies on the forward presence of the CFACC to deal with security concerns emanating from areas beyond just Afghanistan, such as Iran, Syria, Iraq, and Yemen. Forward CFACC presence also provides a critical platform from which to support security cooperation initiatives with Gulf Cooperation Council nation air forces and other regional partners. This presence and the influence of the CFACC is of particular importance in reassuring our regional partners and allies facing threats from Iran and serves as a counter to concerns over our intended shift to the Pacific and the false impression that we are abandoning our security partners in the Middle East.

Regarding the drawdown in Afghanistan, the trajectory of the total regional security environment remains ambiguous. Once the post-International Security Assistance Force (ISAF) security situation comes into greater focus, U.S. Central Command will have a better idea of their long-term footprint and will reassess future positioning of the CFACC and timing of a potential return to Shaw AFB.

QUESTION SUBMITTED BY SENATOR TIM JOHNSON

SEXUAL ASSAULT

Question. Secretary James, I appreciate your leadership in addressing military sexual assault. While the Air Force has taken steps to increase reporting and assist victims, more must be done to protect our men and women in uniform. Can you elaborate on what efforts the Air Force is undertaking on the prevention side? Are there ways to prevent offenders from entering the military in the first place?

Answer. Our goal is to eliminate sexual assault in our Air Force; therefore, prevention is the cornerstone of our Sexual Assault Prevention and Response (SAPR) program. The key elements of prevention are the creation of command climates of dignity and respect where the contributions of each Airman are valued, where wingmen intervene when they see inappropriate behavior and where perpetrators are held accountable. To create that culture, we have tasked leadership across the Air Force to step forward and deliver that message in person. During our on-going force-wide SAPR training, commanders are introducing the material and delivering our vision for a respectful culture. Initial feedback has been extremely positive.

The Air Force prohibits the enlistment or commissioning of personnel in the active duty Air Force, Air National Guard, and the Air Force Reserve when the person has a qualifying conviction for a crime or sexual assault. No waivers to this policy are authorized. In addition, the Air Force is exploring the idea of an evidence-based screening tool for new accessions to identify those with a proclivity towards predatory sexual behavior. Our initial review of materials on screening options indicates that this is an area in need of further study.

The Air Force is committed to combating sexual assault and will continue leadership attention. Even one assault is too many.

QUESTION SUBMITTED BY SENATOR THAD COCHRAN

LONG RANGE STRIKE BOMBER

Question. Secretary James, your prepared testimony indicates that the Air Force is developing a new long-range, penetrating bomber with a focus on affordability. Our experience with the B-1 and B-2 bomber programs resulted in very high development and production costs for relatively few aircraft. Can you share with the Committee in further detail how the Air Force plans to meet requirements while controlling costs and maintaining schedule on this new bomber program?

Answer. The Air Force is developing the program cost estimate, to include research and development, production and operation and sustainment, as part of the process to support major program decision points. The cost estimate is informed by several components including, but not limited to, costs from similar programs and contractor proposals.

Additional details pertaining to specifics on the Long Range Strike Bomber (LRS-B) program are protected by enhanced security measures. We would be happy to provide additional detail at a higher classification level.

The average procurement unit cost (APUC) requirement for LRS-B remains \$550 million (base-year 2010) for 100 aircraft. By definition, the APUC only includes the production costs, and does not include research, development or inflation impacts. This target APUC reflects the stable requirements that have already been set for the program to ensure sufficient production and a sustainable inventory of 80–100 aircraft. The Air Force is committed to maintaining requirements discipline to keep LRS-B on a projected developmental production plan that should deliver the program within affordability targets.

QUESTIONS SUBMITTED BY SENATOR RICHARD C. SHELBY

LAUNCH CAPABILITY

Question. Secretary James, the Air Force recently announced plans to compete seven fewer launches than previously expected, although still in keeping with Under Secretary Kendall's competition directive which called for competition of "up to 14 missions." I am concerned about efforts to pressure the Air Force to open to competition some of the launches allocated to the incumbent—which will only increase costs to the government because it would require breaking the recently negotiated block buy contract.

How much would it cost the government in termination or other liability if the Air Force breaks the block buy contract?

Answer. If the Evolved Expendable Launch Vehicle (EELV) Phase I contract with United Launch Alliance (ULA) is broken through a termination or breach of contract by the Government the total magnitude of cost liability is unknown and dependent on the circumstances. The total liabilities are not prescribed in the contract through a special contract clause. If the ULA contract is terminated, in whole or part, the contractor would submit a termination proposal in accordance with the standard Federal Acquisition Regulation termination for convenience clause. The termination settlement would be reached following negotiations with the contractor.

In addition to termination liabilities discussed below, if the Phase I contract with the ULA is broken, the Government can expect ULA to re-price the cores, potentially eliminating much, if not all, of the \$4.4 billion in savings resulting from this strategy. The "level unit pricing" for launch services on this contract is based on the 36-core deal, and a change would necessitate a re-negotiation of unit prices most likely resulting in schedule and cost impacts.

At a minimum, the contractor would be entitled to a reasonable settlement for the work done and the preparations made for the terminated portion of the contract, including a reasonable allowance for profit for the Launch Capability component of the contract only. We expect ULA would seek payment for termination liability of approximately \$370 million as reported in their March Contract Funds Status Report. Due to interdependencies, National Aeronautical and Space Administration contracts may also be impacted.

From a program impact standpoint, and assuming the Phase I contract with ULA is terminated for convenience in its entirety on October 1, 2014, ULA would not be able to complete its launch services for National Security Space missions (at least 15) procured under previously awarded contracts. This is due to an Interdependency Clause associated with Launch Services (i.e., the launch vehicle) previously procured through ULA prior to fiscal year 2013 that requires the EELV Launch Capability contract line item number be in place to deliver launch services. On the date of ter-

mination, ULA would stop production and launch of rockets in support of national security space requirements. This would significantly delay launches for those 15 missions already on contract, potentially adding substantial storage costs to the satellite programs, and delaying critical national space capability to the warfighter.

LAUNCH PRICES

Question. Secretary James, the 2015 total Air Force budget request for the Evolved Expendable Launch Vehicle (EELV) remains essentially flat, but the number of launch vehicles being procured is reduced from 5 in fiscal year 2014 to 3 in 2015. This has led some to mistakenly conclude that the price per launch is increasing because they incorrectly divide the total request by the number of launches procured in 2015. Since we know from the Air Force that the block buy has reduced launch prices, can you explain why this way of trying to calculate the launch price is not accurate? This inaccurate calculation also assumes that all of the EELV money is going to the incumbent provider, but isn't a portion of the request intended for new entrants as well?

Answer. Trying to calculate the price per launch by using the total request divided by the number of launches is not accurate. Primarily this is because the price of the individual launch services can vary by more than \$100 million depending on the specific configuration of the launch vehicle required to lift the payload to the required orbit.

A portion of the request is intended for new entrants as well. Evolved Expendable Launch Vehicles' (EELV) mission support activities are budgeted in the Launch Services Budget Program Activity Code (BPAC). There are no specific entries in the fiscal year 2015 P-docs for new entrant. The only new entrant related items in the budget justification are "early integration activities" which are estimated at \$14.9 million in fiscal year 2015.

In fiscal year 2015, additional costs have been budgeted in the Launch Services BPAC, such as new entrant mission assurance and new entrant early integration studies. The cost of the continued surge in new entrant mission support activities in the launch services BPAC is estimated as:

Post Mission Analysis: \$3.0 million;
Mission Assurance: \$31.9 million;
Systems Engineering and Integration: \$6.6 million.

RD-180

Question. Any time we have problems with the Russians I hear concerns that the Russians may ban exports of the RD-180 engine we use in the Atlas rocket, yet that has not happened. Would it make any sense for the United States to institute our own ban on using the RD-180? Wouldn't that only increase costs to the U.S. Government and threaten our national security, both by jeopardizing our launches and incentivizing the Russians to sell the engine to someone else?

Answer. It would not make sense from a cost and schedule standpoint to institute our own ban on using the RD-180. Such a ban would significantly increase national security space launch costs, cause schedule delays and disruption of the launch manifest. The Atlas V launch vehicle, which uses the RD-180, is the workhorse of the Evolved Expendable Launch Vehicle fleet, providing critical support to the Department of Defense, National Reconnaissance Office, and National Aeronautics and Space Administration. A United States ban would effectively negate the significant cost savings already achieved by altering the implementation of the current contract strategy. The Secretary of Defense directed the Air Force to conduct a review of the RD-180 to identify short-term and long-term actions we can take to reduce reliance on the RD-180. However, enacting a ban on the use of the RD-180 would severely constrain the options available to the Department of Defense.

QUESTIONS SUBMITTED BY SENATOR SUSAN M. COLLINS

F-35

Question. Secretary James, I understand that the unit recurring flyaway cost in fiscal year 2012 dollars for the F-35A is predicted to be \$75 million by 2018 if the current production profile remains in place. That is roughly the same price as today's 4th generation aircraft, but with 5th generation capabilities. Getting to a full production rate is critical in order to meet affordability targets. Can you speak to the production cost trends on the F-35 program?

Answer. The price of an F-35 aircraft is decreasing with each lot and we expect that trend to continue into the 2020s. This is welcome news for U.S. warfighters

and tax payers as well as our international partners. The program office has set a target price of \$80 million for an F-35A aircraft purchased in fiscal year 2019. This target price includes both the airframe and the engine. The Air Force will continue to work with the Joint Program Office and other stakeholders to keep this critical program on track.

Question. Secretary James, can you speak about the potential cost savings by streamlining spare pools, supply chains and infrastructure that comes with replacing multiple classes of aircraft with the F-35?

Answer. Neither the Air Force or the Office of the Secretary of Defense has done an in-depth analysis to determine how much, if any, savings would accrue through streamlining spare pools, supply chains and infrastructure required for the multiple types of aircraft that the F-35 will replace.

Question. Secretary James, if the draconian cuts associated with sequestration are allowed to return in fiscal year 2016 and beyond, it would be devastating to our national security and defense industrial base. We could end up paying more per unit and buy less of the critical technologies this country needs to combat a high tech adversary in the future. What would be the impact on the F-35 program if sequestration returns in fiscal year 2016 and beyond?

Answer. If sequestration remains in fiscal year 2016 and beyond, the Air Force currently plans to defer 15 F-35A aircraft to outside the future years defense program. If the force structure and cost reduction proposals in the fiscal year 2015 President's Budget submission are not approved, that number could grow substantially as the Air Force is compelled to close a multi-billion dollar funding gap.

QUESTION SUBMITTED BY SENATOR LISA MURKOWSKI

C-130J BASING

Question. The Alaska Air National Guard flies the C-130H model. The Air Force is moving to eliminate the C-130H from its fleet and will replace the H model with the J model. Moreover, the Air Force has what I understand to be firm plans to close down the C-130H training facility at Little Rock. What do these developments mean for Air National Guard wings that fly the H model? Can Alaska expect to see its H models replaced with J models? Or is some other plan in the works?

Answer. Per the fiscal year 2015 President's Budget request, the Air Force plans to have 194 C-130Hs in the inventory by fiscal year 2019. Additionally, there are no plans to close down the current C-130H training facility at Little Rock Air Force Base, Arkansas.

The Air Force will continue to evaluate options to right-size and recapitalize the C-130H fleet beyond the currently-planned 134 C-130Js. However, funding is expected to remain a challenge, limiting the Air Force's ability to aggressively recapitalize. By continuing to modernize C-130Hs with the Viability and Airspace Access Program increments and center wingbox replacements, the Air Force remains committed to modernizing the C-130H fleet. This commitment includes those aircraft flown by the Alaska Air National Guard, thereby ensuring that fleet remains viable to support the nation's needs.

QUESTION SUBMITTED BY SENATOR LINDSEY GRAHAM

RETURN OF AIR FORCE 3-STAR TO SHAW AFB

Question. In July of 2012, we discussed the return of the USAF 3-star (CFACC) to Shaw AFB and you projected, along with General Mattis, that the summer of calendar year 2015 was a viable option. However, you also stated you would re-examine and reassess the operational environment in the spring of calendar year 2014 to determine if this "change of construct" will support projected operations in calendar year 2015. Given our drawdown in Afghanistan, where are we in this process? Are we still looking at calendar year 2015 for its return?

Answer. We continue to support General Austin, Commander, U.S. Central Command, and his desire to not return the Air Force 3-star CFACC to Shaw at this time. CENTCOM relies on the forward presence of the CFACC to deal with security concerns emanating from areas beyond just Afghanistan, such as Iran, Syria, Iraq, and Yemen. Forward CFACC presence also provides a critical platform from which to support security cooperation initiatives with Gulf Cooperation Council nation air forces and other regional partners. This presence and the influence of the CFACC is of particular importance in reassuring our regional partners and allies facing threats from Iran and serves as a counter to concerns over our intended shift to the

Pacific and the false impression that we are abandoning our security partners in the Middle East.

Regarding the drawdown in Afghanistan, the trajectory of the total regional security environment remains ambiguous. Once the post-ISAF security situation comes into greater focus, U.S. Central Command will have a better idea of their long-term footprint and will reassess future positioning of the CFACC and timing of a potential return to Shaw AFB.

QUESTION SUBMITTED BY SENATOR DANIEL COATS

F-16 SERVICE LIFE EXTENSION PROGRAM

Question. In the recent divestiture decision on the A-10 mission, you made announcements that some of the A-10 Fighter Wings will convert to the F-16 Block 40 in the future. Do you plan on upgrading these F-16 aircraft to include service life extensions as necessary to ensure these fighter wings have the life necessary to compete for the Joint Strike Fighter in the future?

Answer. The intent is for the three A-10 units that would be replaced by F-16s to receive aircraft that are modified with the Service Life Extension Program or would have sufficient service life for sustained peacetime and combat operations.

F-35 BASING

Question. I feel the JSF ranking given by the Air Force to the 122nd Fighter Wing needs to be revisited and I'm sure other bases feel the same way. When will the basing panel solicit feedback to allow units to provide updates to improve their rankings? Also, when will the next Air National Guard JSF base be chosen?

Answer. The next round of F-35A basing will begin in 2016 or 2017 unless changes to the program of record require a later start. The Air Force's strategic basing process uses criteria-based analysis and links missions and combatant commander requirements to installation attributes, cost considerations and professional military judgment to completely inform the decision maker.

The process begins with the development of basing criteria specific to the basing action. For the next round of F-35A basing, the criteria used in previous rounds will be reviewed and updated as required. Installations are then scored against the criteria, resulting in a rank-ordered list of bases. From this list, the Secretary (SecAF) and Chief of Staff of the Air Force (CSAF) select candidate bases. Site surveys are then conducted at each candidate base, examining a range of operational and infrastructure requirements. The results of the site surveys are presented to the SecAF and CSAF, who select preferred and reasonable alternatives.

At the conclusion of the Environmental Impact Analysis Process (EIAP)—which runs in parallel with the Air Force strategic basing process—the SecAF and CSAF make their final basing decision from amongst the preferred and reasonable alternatives.

While there are opportunities for public comment during the EIAP process, the Air Force's strategic basing process does not solicit feedback or advocacy from installations or units.

AIR FORCE HISTORY

Question. The field of U.S. Air Force History is vast. Opportunities for work on unexamined or understudied aspects in U.S. Air Force history are as unlimited as the historian's imagination and curiosity. What are the specific gaps you have identified in Air Force history literature that you would like to see filled particularly as it relates to issues of concern to the Air Force today or because they relate to things that historians think the Air Force should know about itself?

Answer. With historians assigned at wings, numbered air forces, major commands, and Headquarters Air Force, we get most of the raw data needed to produce analytical histories, but this often is not true for special access programs. Security concerns, classification levels, and need-to-know strictly limit the number of people who have access to such information. These restrictions are vital, but they make it difficult to record the history of these programs, even after they have been declassified and dissemination restrictions have been eased.

In addition to capturing special access program information, documentation for our recent operations overseas remains important. Throughout its existence, the U.S. Air Force has produced comprehensive official histories of major wars, conflicts, and operations. We now need to begin producing an official history of Air Force operations in Iraq since the beginning of Operation IRAQI FREEDOM up through the conclusion of Operation NEW DAWN. Since we are moving closer to withdrawal

from Afghanistan, work on a comprehensive official history of Operation ENDURING FREEDOM is also vital. Unfortunately, due to funding restrictions, there is a shortage of historians who can dedicate their efforts to this work, which impedes our capability to conduct a robust oral history.

In addition to official histories of specific wars, the Air Force has published topical histories, with a practically unlimited menu of products. Our newest “domain” of combat—that of cyberspace—will provide an opportunity to produce topical histories in the same way that traditional air and space operations have in the past. If there is any broad topical area that seems to be noticeably missing from the literature, it is an analytical history of Air Force logistical support. The record of how air logistics has evolved to meet changing requirements can provide important insight as the U.S. Air Force continues its mission of defending our nation and its interests while facing drastically reduced funding.

QUESTIONS SUBMITTED TO GENERAL MARK A. WELSH, III

QUESTIONS SUBMITTED BY SENATOR PATRICK J. LEAHY

MISSION SETS

Question. General Welsh, can you provide a list of the stress level of the mission sets in the U.S. Air Force? Which of those mission sets provide opportunities for a greater role for the Air National Guard and the Air Force Reserves?

Answer. We have a number of mission sets that are stressed, as indicated by a steady decline in readiness over the past 13-plus years of sustained combat operations. In terms of our service core functions, the mission sets most exhibiting a decline in readiness include: Air Superiority; Global Precision Attack; Personnel Recovery; Command and Control; Intelligence, Surveillance, and Reconnaissance; and Special Operations.

We continue to assess which missions are best suited for an increased reserve component role. The National Commission on the Structure of the Air Force made a number of recommendations related to striking the right active/reserve component mix across specific mission sets, and we have a full-time office, the Total Force Continuum, assessing these options. We will take action where it is operationally and fiscally prudent. As we make the assessments, current and anticipated deployment rates will be a primary consideration as well as the ability to relieve stressed mission sets within fiscal constraints.

CONCURRENT FIELDING OF EQUIPMENT

Question. General Welsh, you have said the U.S. Air Force is committed to fielding new or modified equipment and air frames across all components in order to ensure interoperability. Will you pursue concurrent fielding of equipment and platforms in all components? If equipment or platforms are fielded in the components at different rates, what determine those rates?

Answer. Yes, the Air Force is pursuing concurrent fielding of equipment and platforms across all components. For example, the current F-35 Continental United States basing plan begins with Hill Air Force Base (Active), Luke Air Force Base (Active and Reserve) followed by Burlington Air National Guard Base (Guard). Additionally, as the Air Force begins to take delivery of the new KC-46s, we have developed a plan to distribute them across all components. Announced locations already include Active and Guard bases (Altus Air Force Base, McConnell Air Force Base, and Pease Air National Guard Base). Classic Associations with Air Force Reserve Command are also planned for Altus Air Force Base and McConnell Air Force Base, while a Reverse Association with the Guard is planned for the second major operating base location (yet to be determined). Lastly, the Air Force is also coordinating a fielding plan with the Guard and Reserve to modernize our existing KC-135 fleet with the Block 45 avionics upgrade and to ensure an equitable distribution across all three components.

In general, the Air Force develops its fleet basing strategies based on the approved Force Composition Analysis (FCA). The FCAs provided the foundational information needed to develop a fielding plan that strives to optimize the Active/Reserve component mix by mission area.

TOTAL FORCE

Question. General Welsh, you spoke of a desire for better integration between all three components of the U.S. Air Force, and have publically commented about your desire that in the near future Chiefs of Staff of the Air Force will have experience

servicing in each. Can you outline further how you intend to pursue an integrated end-state during the remainder of your tenure, and hand-off a Total Air Force with momentum towards that end-state to your eventual successor?

Answer. The Air Force currently has Active Duty officers serving on the staffs of the National Guard Bureau and the Headquarters of the Air Force Reserve, as well as many members of the Air Reserve Component (ARC) who serve on active duty staffs. We absolutely need to be as accomplished at integrating our Total Force at the headquarters level as our Airmen are at the operational and tactical levels. Many of those Airmen, who have been fighting side by side for years, do not perceive a meaningful difference in serving as an active duty, National Guard, or Air Force Reserve member. Our three-in-one initiative is currently underway; this initiative aims to help us manage the total Active and Reserve component Airmen through one personnel system and process. We are now beta testing this approach at three bases: one Active, one Guard, and one Reserve. Furthermore, we have already integrated senior Reserve component officers into key Air Staff positions, active duty officers into wing command slots in Guard units, and Reserve component officers as vice commanders in active units.

We are currently evaluating our staffs and units for even greater integration opportunities at all levels of staff and unit leadership. Ideally, service with an ARC unit, or on an ARC staff, should be part of the broader spectrum of experience expected of future Air Force senior leaders.

QUESTIONS SUBMITTED BY SENATOR TIM JOHNSON

POWDER RIVER TRAINING COMPLEX

Question. General Welsh, what is the current status of the proposed expansion of the Powder River Training Complex? When does the Air Force anticipate issuing a Record of Decision? Will this be issued jointly with the Federal Aviation Administration?

Answer. The Air Force remains committed to and is progressing toward completion of the National Environmental Policy Act, National Historic Preservation Act (NHPA) and interagency requirements needed to finalize and chart the Powder River Training Complex. The Air Force is currently nearing completion of consultations under the NHPA § 106 with the North Dakota, South Dakota, Montana, and Wyoming State Historic Preservation Offices, Tribes, the Federal Aviation Administration (FAA), and National Park Service. The final adjustments to the Environmental Impact Statement (EIS) are underway in preparation for the Record of Decision (ROD). The Air Force expects to complete the final EIS and ROD this summer, to enable a final charting by the end of 2014. Once the Air Force signs its ROD, the FAA, as a cooperating agency, can adopt the EIS to support its Special Use Airspace decisions. Our synchronized efforts have been effective in reducing the overall charting timeline. Finalizing this expansion will provide enhanced training for our military to improve Air Force mission readiness.

SEXUAL ASSAULT

Question. General Welsh, I appreciate your leadership in addressing military sexual assault. While the Air Force has taken steps to increase reporting and assist victims, more must be done to protect our men and women in uniform. Can you elaborate on what efforts the Air Force is undertaking on the prevention side? Are there ways to prevent offenders from entering the military in the first place?

Answer. Our goal is to eliminate sexual assault in our Air Force; therefore, prevention is the cornerstone of our Sexual Assault Prevention and Response (SAPR) program. The key elements of prevention are the creation of command climates of dignity and respect where the contributions of each Airman are valued, where wingmen intervene when they see inappropriate behavior and where perpetrators are held accountable. To create that culture, we tasked leadership across the Air Force to step forward and deliver that message in person. During our on-going force-wide SAPR training, commanders are introducing the material and delivering our vision for a respectful culture. Initial feedback has been extremely positive.

The Air Force prohibits the enlistment or commissioning of personnel in the active duty Air Force, Air National Guard, and the Air Force Reserve when the person has a qualifying conviction for a crime or sexual assault. No waivers to this policy are authorized. In addition, the Air Force is exploring the idea of an evidence-based screening tool for new accessions to identify those with a proclivity towards predatory sexual behavior. Our initial review of materials on screening options indicates that this is an area in need of further study.

The Air Force is committed to combating sexual assault and will continue leadership attention. Even one assault is too many.

QUESTION SUBMITTED BY SENATOR THAD COCHRAN
INTELLIGENCE, SURVEILLANCE, AND RECONNAISSANCE

Question. General Welsh, what is the Air Force's plan for Intelligence, Surveillance, and Reconnaissance operations after we conclude actions in Afghanistan, and how does your budget support the pivot to the Pacific, a transition to non-combat operations and reduced budget certainty?

Answer. Intelligence, Surveillance, and Reconnaissance (ISR) capabilities have focused mainly on delivering decisive advantage in permissive combat environments. For the duration of Operation ENDURING FREEDOM, the air threat has been negligible. We cannot expect this to be the case in future conflicts. We recognize that counter-terrorism will continue, but we must free resources to fund ISR platforms, sensors, and communications paths to operate in contested and highly contested environments. To accomplish this, the Air Force accepted additional risk in ISR capability in the fiscal year 2015 budget request to better meet ISR requirements in 2023 and beyond, as part of an overall rebalance to the Asia-Pacific region. The Air Force plans to use some of those harvested savings to improve the RQ-4 fleet, which is an important platform for future operations.

To free up near-term resources, the fiscal year 2015 President's budget request reduces the planned growth of the MQ-9 combat air patrols from 65 to 55, retires the MQ-1 fleet in 2017, and retires the U-2 fleet in 2016. In total, the Air Force requested \$6.9 billion for Global Integrated ISR in fiscal year 2015 to develop, integrate, and operate ISR capabilities across the spectrum of military operations. Please note that our combatant commanders value ISR, so we are working diligently to meet their needs while simultaneously dealing with Budget Control Act limits and reduced Overseas Contingency Operations funding.

QUESTION SUBMITTED BY SENATOR SUSAN M. COLLINS
KC-135

Question. I was disappointed last May when the Air Force did not select Bangor as one of the first three bases at which to station the new KC-46A refueling tanker. I am hopeful, however, that Bangor will be one of the final ten operational sites selected. Last year Secretary Donley testified that "if we want to modernize the tanker force, we're going to have to do more than we're doing in the KC-46 program. We have to buy more tankers, and we have to buy them faster." This budget preserves the KC-46 tanker program as one of the top three recapitalization programs for the Air Force, procuring seven aircraft this fiscal year. General Welsh, you have emphasized before the importance of continuing KC-135 modernization efforts and have stressed that those KC-135 aircraft not replaced with the KC-46A will continue to fly for the foreseeable future.

Can you explain what KC-135 modernization efforts are included in this budget that will ensure the fleet of KC-135 aircraft is available to provide continued support for current and future combatant commander requirements?

Answer. The following modernization efforts are being conducted for the KC-135 fleet:

Block 45 is the third and final scheduled major avionics upgrade. This modification addresses anticipated airspace restrictions within the global CNS/ATM environment and will improve overall reliability, availability, maintainability and supportability issues. It replaces the analog flight director, auto pilot, radio altimeter, and engine instruments with digital instruments.

Mode 5 will incorporate Identify Friend or Foe Mode 5 capability during Air Defense Operations, reducing risk of loss of aircrew and aircraft.

VHF Omnidirectional Radio/Instrument Landing System Antennae replaces antennae with commercial off-the-shelf antennae due to obsolescence.

Large Aircraft Infrared Countermeasures provides autonomous protection against Man-Portable Air Defense Systems for Air National Guard and Air Force Reserve Command aircraft.

QUESTIONS SUBMITTED BY SENATOR LISA MURKOWSKI

SEQUESTRATION

Question. General Welsh, the Air Force carries on numerous significant missions in Alaska including the Red Flag exercises involving our allies that launch from Eielson Air Force Base. Last year the Air Force was only able to afford one of the Red Flag Alaska exercises. I trust that you would agree that this was less than satisfactory. I wonder if you would speak to the importance of the Red Flag Alaska exercises both from the perspective of our own preparedness and that of our allies. How would these exercises fare in the future if Congress does not provide sequestration relief?

Answer. Without sequestration relief, U.S. Pacific Command's exercise program will be less robust in frequency and attendance. Decreased funding will force difficult prioritization of exercises and may result in some RED FLAG-Alaska exercises being curtailed or even cancelled. This will have a negative impact on U.S. Air Force readiness training in the Pacific, and diminish engagement with key partners and allies around the region at a time when we need to be cultivating partnerships.

MILITARY SUICIDES

Question. General Welsh, lately the majority of attention has been focused on the military sexual assault dilemma, and rightly so, but the suicide issue has continued to plague our military and veteran populations. In the Air Force alone, suicide has taken the lives of almost 100 Airmen a year since 2010. This year, there have already been over 15 suicides in the first two and a half months, more than double the rate over the same period last year. This is extremely alarming and something that needs to be addressed now.

What is the Air Force doing to address this problem and how can we help you get this horrible epidemic under control? (Note: Same question to General Grass, Lieutenant General Jackson, and Lieutenant General Clarke)

Answer. As you are aware the nation's suicide rate is gradually increasing and the Air Force is not exempt from this problem. Our rates vary month-by-month and year-by-year, but there is no doubt that after a decline several years ago when we first launched our nationally recognized and evidence based Air Force Suicide Prevention Program (AFSPP), our rates have started to slowly increase again. The Air Force lost an average of 95 Total Force Airmen per year since 2010. This number includes Active Duty, Air Force Reserve, Air National Guard, and Air Force Civilians (4 year average for AD = 49, ARC = 26, and AF Civ = 21).

I assure you the Air Force remains vigilant in our suicide prevention efforts and determined to prevent as many suicides as possible; suicide remains a top priority for the Air Force.

In conjunction with AFSPP, the Air Force prioritized the development of the Comprehensive Airmen Fitness (CAF) program to address the high operations tempo, and the potential increased self-defeating behavior. Through the use of Master Resilience Trainers (MRTs) CAF uses a holistic approach to inject resilience characteristics and develop morale into our Total Force, enabling Airmen to learn coping skills. When Airmen face significant emotional events, both positive and negative, these skills can help them recognize stress and cope with challenging live events. Given the overwhelming support of Air Force leadership towards the program, we have committed to increasing the number of MRTs until every squadron has one, or units have a minimum of one per 200 Airmen.

In April we also directed every commander in our Air Force to meet with his or her command and discuss current suicide trends, common characteristics of at-risk personnel, and best approaches to identify those people struggling with personal issues and get them the help they need.

As we move forward, we need a serious national dialogue on this issue without giving the public the impression that suicide in the military is a runaway problem, because research is clear that the wrong message can unintentionally increase suicide rates.

Thank you for your continued assistance in keeping the focus on this terrible problem.

SEQUESTRATION

Question. General Welsh, I know the Air Force is pleased with the 2 years of sequestration relief that was provided by this year's budget agreement. I think you would agree that this funding was urgently needed. It is troubling to me that we would invite our allies to Alaska for exercises and then tell them it's cancelled due to budget issues. It is troubling to me that our pilots can't fly because money isn't

available and it's troubling that depot maintenance must be deferred because we don't have the money to keep our fleet mission ready. But sequestration relief lasts only two fiscal years.

I wonder if you might tell the subcommittee what relief from sequestration you need to meet mission requirements in the coming years and what the consequences to our Air Force will be if you do not get that relief.

Answer. An immediate end to the strict funding caps established by the Budget Control Act of 2011 is needed. The consequences of not getting this relief will be a reduction in tanker and intelligence, surveillance, and reconnaissance capacity (e.g., retiring the KC-10 and RQ-4 Block 40 fleets), and investment in modernization accounts (e.g., KC-46A, F-35A, and MC-130J), reversal of our current preferred munitions stockpile recovery effort and readiness recovery, cuts in weapon system sustainment and ranges, further erosion of existing facilities and infrastructure, and deferral of legacy fighter modernization.

QUESTIONS SUBMITTED TO GENERAL FRANK J. GRASS

QUESTIONS SUBMITTED BY SENATOR LISA MURKOWSKI

FURLOUGH OF GUARD AND RESERVE TECHNICIANS

Question. General Grass, one of the things that really pained me during last summer's furloughs and the government shutdown that followed was that the civilian technicians were not exempted from the furlough nor were they as a group deemed essential during the shutdown. Earlier this year I had an opportunity to speak with an Alaska Air Guard technician who serves as an Operations Officer with the rescue squadron. In spite of the importance of his job he was neither exempted from furlough nor deemed essential in the early days of the shutdown. None of this makes sense to me. It seems to me that the mission responsibilities of the technician workforce are so intimately tied to the military personnel who work alongside them that the technicians as a group should be exempted from furlough and deemed essential in the case of a lapse in appropriations.

Would you disagree with this proposition? (Same question to Lieutenant General Jackson)

Answer. I would not disagree with your assertion about the important role that our technicians play in our ability to respond in crisis. We believe our military technicians should be treated the same as other uniformed personnel. If they are exempted from furlough, military technicians should be as well. Furthermore, it has long been established Department of Defense policy that the military aspects of technician service are paramount over all other concerns. Our military technicians are critical to keeping planes in the sky and our people properly trained. Military technicians provide day-to-day ground and aviation maintenance and training, pay and property accountability, personnel action processing, medical administration and readiness, sexual assault response capability, suicide prevention, and resiliency and education counseling, among other duties. Our National Guard military technicians perform those core functions that build and maintain the nation's ability to respond to both State and Federal missions and emergencies.

MILITARY SUICIDES

Question. General Grass, lately the majority of attention has been focused on the military sexual assault dilemma, and rightly so, but the suicide issue has continued to plague our military and veteran populations. In the Air Force alone, suicide has taken the lives of almost 100 Airmen a year since 2010. This year, there have already been over 15 suicides in the first two and a half months, more than double the rate over the same period last year. Unfortunately, the Reserve component has mirrored the active component in this tragic area, with a significant number of suicides every year and trending upwards. I have heard from numerous Veteran and military support groups in Alaska and it sounds like there is a disconnect in suicide awareness and prevention efforts between the active component and the Reserve Component. Like the active force, your operations tempo has been extremely high over the last decade plus of war and our Reserve Component forces have answered the call in tremendous fashion. But unlike the active force, the Reserve Component has a limited ability to reach out to their forces and ensure they are cared for after deployments.

What are you doing to address this horrific problem and where can we help you get things under control? (Note: Same question to General Welsh, Lieutenant General Jackson, and Lieutenant General Clark)

Answer. The Air National Guard Psychological Health Program (PHP) began in October 2010 to address psychological health needs of Air National Guard (ANG) Airmen and their families. The PHP placed a licensed behavioral health provider at each of the ANG's 89 wings throughout the 54 states, territories, the District of Columbia and 5 additional licensed behavioral health providers in areas with high geographically separated unit populations. The program provides three categories of service: leadership advisement and consultation; community capacity building; and direct services, including assessment, referral, crisis intervention, and case management services that are available daily. The wing directors of psychological health are available 24/7 to operational leadership and provide services to Air National Guard Airmen and their family members regardless of whether they are at home or on duty status. In addition, Military OneSource is a nonmedical counseling option available to active duty, reserve component members and their adult family members.

There are less than 20 evidence-based "best practices" in the Suicide Prevention Resource Center national registry, and Air Force Suicide Prevention Program (AFSPP) is one of them . . . the only military program in the registry. The ANG is implementing the AFSPP.

In 2007, ANG Safety launched the ANG Suicide Intervention program known as the Wingman Project. In 2009, Headquarters Air Force designated ANG Wingman Project a Best Practice. Wingman Project will sunset shortly and will be rolled into "Ready54". Ready54 is a collection of web based resilience tools which connects service-members and their families to important local resources, as well as provides them informative ANG-centric videos and articles to help keep them ready and resilient.

The ANG has partnered with active component to establish a Master Resilience Training (MRT) Program. A total of 52 MRTs and 8 MRT facilitators have been trained to date.

The Air Force works collaboratively with the Guard and Reserve through the Community Action Information Board (CAIB) and the Integrated Delivery System (IDS) at each level of the Air Force (Headquarters Air Force, Major Command, and installation). CAIBs are cross-functional forums created to identify and resolve or elevate to the next appropriate level those community issues that impact readiness or affect the quality of life of Air Force members and their families. The IDS functions as the action arm of the CAIB and develops a comprehensive, coordinated plan for integrating and implementing community outreach, prevention, and resiliency programs, such as suicide prevention.

Also, all components of the Air Force (Active Duty, Guard, and Reserve) are actively engaged with the Defense Suicide Prevention Office (DSPO) in helping shape suicide prevention efforts across the Department of Defense through the Suicide Prevention and Risk Reduction Committee, the General Officer Steering Committee on Suicide Prevention, and other working groups and committees.

The Yellow Ribbon Program offers resources on behavioral health issues and suicide mitigation and is offered to Reserve and Air National Guard Airmen and their families pre-deployment, during deployment, and post deployment.

TRICARE Reserve Select is available for Reserve Component Airmen and their family members and provides coverage for both outpatient and inpatient treatment. Access to military medical care is available to service members with duty-related conditions through TRICARE and the Department of Veterans Affairs.

Finally, the Military (or Veterans) Crisis Line, 1-800-273-8255 (TALK), Press #1, www.militarycrisisline.net, or text to 838255 is available 24/7 to all service members and their families. It is a joint venture between the Department of Defense and the Department of Veterans Affairs' call center, which is associated with Substance Abuse and Mental Health Service Administration's National Suicide Prevention Lifeline. Resources include an online "Veteran's Chat" capability and the call center's trained personnel provide crisis intervention for those struggling with suicidal thoughts or family members seeking support for a Veteran.

In fiscal year 2012 the ANG implemented PHP during highest death by suicide rates in known ANG history (calendar year 2011: 16.1/100K, calendar year 2012: 21.1/100K, calendar year 2013: 10.4/100K). The ANG reduced it suicides by 37 percent for calendar year 2013 and will continue seeking and executing meaningful strategies to driving down suicide rates.

QUESTIONS SUBMITTED TO LIEUTENANT GENERAL STANLEY E. CLARKE III

QUESTIONS SUBMITTED BY SENATOR PATRICK J. LEAHY

NATIONAL COMMISSION ON THE STRUCTURE OF THE AIR FORCE

Question. Lieutenant General Clarke, will you provide a list of the recommendations of the National Commission on the Structure of the Air Force that the Air National Guard has already executed the implementation of or are planning to execute, and how you have or will do so? Will you also provide a list of other initiatives you have already executed or are planning to execute to pursue Total Force Integration?

Answer. The Air Force believes the Total Force cannot succeed without all three components—the Active, Guard and Reserve—each providing its unique value to the nation. Each component is equally represented within the Total Force—Continuum (TF-C) working group, in its efforts to address two lines of effort (LOE) initially established by the Total Force Task Force (TF2). Through these LOEs the TF-C will develop recommendations that maximize the contributions of the Total Force, eliminate cultural and organizational barriers to effectiveness, and provide cost-savings opportunities that minimizing risk to Air Force capability.

The TF-C identified ten National Commission on the Structure of the Air Force (NCSAF) recommendations as initiatives currently being implemented, or planned for implementation. These recommendations are:

Cost Approach (DOD tasking).—The Department of Defense should formally adopt the “fully burdened cost” approach to calculating military personnel costs, and it should apply analytic methods that focus on appropriate outputs along with life-cycle costs.

Staff Integration.—The Air Force should integrate the existing staffs of Headquarters Air Force, the Air Force Reserve, and the Air National Guard.

Full-Time and Part-Time mix.—The combination of full-time and part-time positions should be determined for each unit depending on weapon system requirements, deployment, and rotation schedule based on optimum matching of the needs of the Air Force, family, and employers.

TF Competency Standards.—Commander, Air Education and Training Command (AETC) in coordination with the Assistant Secretary of the Air Force for Manpower and Reserve Affairs and AF/A1, should develop a Total Force competency standard for officers, non-commissioned officers, and enlisted Airmen across all specialties and career fields before the end of fiscal year 2016.

Access to Non-Residence Education.—Commander, AETC should ensure that revised curriculum and competency standards are achievable by appropriately structured non-resident education programs equally accessible to personnel of all components.

Non-Disclosure Agreements.—The Secretary of the Air Force should discontinue use of Non-Disclosure Agreements in the corporate process.

Integrated Personnel Management.—The Air Force should unify personnel management for all three components under a single integrated organization (A1) in the Headquarters Air Staff.

Integrated Pay/Personnel.—The Air Force should accelerate the development of an Integrated Pay and Personnel System.

Continuum of Service.—Implement a pilot project of Continuum of Service that demonstrates the ability of an Airman to transition more seamlessly among the three components.

Active Duty Service Commitment.—The Air Force should revise the rules for current Active Duty Service Commitments to enable members to meet the commitment in some combination of Active, Reserve, and Guard service.

The Air Force agrees in principle with most of the recommendations outlined by the NCSAF. In fact, many of these recommendations closely mirror those initially identified for action by the TF2. Others require additional study to fully understand feasibility and cost savings or they require congressional legal review and changes to the current U.S. Code.

The Air Force is committed to a comprehensive assessment of NCSAF recommendations, sensible application where it makes sense, and enduring focus on leveraging the Total Force.

NATIONAL GUARD EQUIPMENT

Question. Lieutenant General Clarke, the U.S. Congress has made substantial investments in Air National Guard and Air Force Reserves equipment to ensure readiness and interoperability. Will you describe how you manage that funding so as to achieve maximum value for the Total Force, as well as any examples of that value?

Answer. The National Guard and Reserve Equipment Account (NGREA) is managed to maximize innovative, affordable, and technically sound capabilities based upon validated Air Force and combatant commander requirements. The requirements are vetted through a forum of Reserve Component and Active Duty warfighters at our annual weapons and tactics conference. Critical requirements derived from the weapons and tactics conference are matched against our spend plan to ensure weapon systems remain relevant and viable.

Well managed NGREA funds have resulted in critical capabilities. Some examples are:

- C-130 real time in the cockpit program provides comprehensive networked battlespace awareness
- KC-135 Large Aircraft Counter Measures provide protection for operations in hostile environment
- A-10/F-16 Helmet Mounted Integrated Targeting offers rapid target acquisition and improved battlefield situational awareness
- F-15C Passive Attack Sensor System provides for nighttime visual identification during aerospace control alert missions
- F-16 center display unit dramatically enhances capability to identify and engage targets

Bottom line, we value NGREA and the operational benefits resulting from innovative, affordable, technically sound initiatives originating from NGREA efforts.

QUESTION SUBMITTED BY SENATOR THAD COCHRAN

AIR NATIONAL GUARD AIRLIFT FUTURE

Question. General Clarke, I am proud that the Mississippi National Guard was the first to stand up a Guard unit containing C-17 transport aircraft. The eight aircraft based out of Thompson Field in Jackson have airlifted over 58,000 patients and they continue to evacuate wounded warriors from the war zone. With the drawdown and budget restrictions, what do you see as the future for the Guard's airlift force and how will these Guard units be tasked moving forward?

Answer. In the future, the forces in Jackson, Mississippi and at our other strategic airlift bases, will continue their organize, train and equip mission, to be ready if called. To maintain the same level of experience and expertise in world-wide operations as our Active Duty counterparts, we certainly desire for our C-17 crews to continue being used as an operational reserve force, but our participation in global operations is contingent upon taskings from U.S. Transportation Command.

QUESTION SUBMITTED BY SENATOR LISA MURKOWSKI

MILITARY SUICIDES

Question. Lieutenant General Clarke, lately the majority of attention has been focused on the military sexual assault dilemma, and rightly so, but the suicide issue has continued to plague our military and veteran populations. In the Air Force alone, suicide has taken the lives of almost 100 Airmen a year since 2010. This year, there have already been over 15 suicides in the first two and a half months, more than double the rate over the same period last year. Unfortunately, the Reserve component has mirrored the active component in this tragic area, with a significant number of suicides every year and trending upwards. I have heard from numerous Veteran and military support groups in Alaska and it sounds like there is a disconnect in suicide awareness and prevention efforts between the active component and the Reserve Component. Like the active force, your operations tempo has been extremely high over the last decade plus of war and our Reserve Component forces have answered the call in tremendous fashion. But unlike the active force, the Reserve Component has a limited ability to reach out to their forces and ensure they are cared for after deployments.

What are you doing to address this horrific problem and where can we help you get things under control? (Same question to General Welsh, General Grass, and Lieutenant General Jackson)

Answer. The Air National Guard Psychological Health Program (PHP) began in October 2010 to address psychological health needs of Air National Guard (ANG) Airmen and their families. The PHP placed a licensed behavioral health provider at each of the ANG's 89 wings throughout the 54 States, territories, the District of Columbia and 5 additional licensed behavioral health providers in areas with high geographically separated unit populations. The program provides three categories of

service: leadership advisement and consultation; community capacity building; and direct services, including assessment, referral, crisis intervention, and case management services that are available daily. The wing directors of psychological health are available 24/7 to operational leadership and provide services to Air National Guard Airmen and their family members regardless of whether they are at home or on duty status. In addition, Military OneSource is a nonmedical counseling option available to active duty, reserve component members and their adult family members.

There are less than 20 evidence-based “best practices” in the Suicide Prevention Resource Center national registry, and Air Force Suicide Prevention Program (AFSPP) is one of them . . . the only military program in the registry. The ANG is implementing the AFSPP.

Ready54 is a collection of web based resilience tools which connect service-members and their families to important local resources, as well as provides them informative ANG-centric videos and articles to help keep them ready and resilient.

The ANG has partnered with the active component to establish a Master Resilience Training (MRT) program. A total of 52 MRTs and 8 MRT facilitators have been trained to date.

The Air Force works collaboratively with the Guard and Reserve through the Community Action Information Board (CAIB) and the Integrated Delivery System (IDS) at each level of the Air Force (Headquarters Air Force, Major Command, and installation). CAIBs are cross-functional forums created to identify and resolve or elevate to the next appropriate level those community issues that impact readiness or affect the quality of life of Air Force members and their families. The IDS functions as the action arm of the CAIB and develops a comprehensive, coordinated plan for integrating and implementing community outreach, prevention, and resiliency programs, such as suicide prevention.

Also, all components of the Air Force (Active Duty, Guard, and Reserve) are actively engaged with the Defense Suicide Prevention Office (DSPO) in helping shape suicide prevention efforts across the Department of Defense through the Suicide Prevention and Risk Reduction Committee, the General Officer Steering Committee on Suicide Prevention, and other working groups and committees.

The Yellow Ribbon Program offers resources on behavioral health issues and suicide mitigation and is offered to Reserve and Air National Guard Airmen and their families pre-deployment, during deployment, and post deployment.

TRICARE Reserve Select is available for Reserve Component Airmen and their family members and provides coverage for both outpatient and inpatient treatment. Access to military medical care is available to service members with duty-related conditions through TRICARE and the Department of Veterans Affairs.

Finally, the Military (or Veterans) Crisis Line, 1-800-273-8255 (TALK), Press #1, www.militarycrisisline.net, or text to 838255 is available 24/7 to all service members and their families. It is a joint venture between the Department of Defense and the Department of Veterans Affairs’ call center, which is associated with Substance Abuse and Mental Health Service Administration’s National Suicide Prevention Lifeline. Resources include an online “Veteran’s Chat” capability and the call center’s trained personnel provide crisis intervention for those struggling with suicidal thoughts or family members seeking support for a Veteran.

In fiscal year 2012 the ANG implemented PHP during highest death by suicide rates in known ANG history (calendar year 2011: 16.1/100K, calendar year 2012: 21.1/100K, calendar year 2013: 14.7/100K). The ANG reduced its suicides by 37 percent for calendar year 2013 and will continue seeking and executing meaningful strategies to driving down suicide rates.

QUESTIONS SUBMITTED TO LIEUTENANT GENERAL JAMES F. JACKSON

QUESTION SUBMITTED BY SENATOR PATRICK J. LEAHY

NATIONAL COMMISSION ON THE STRUCTURE OF THE AIR FORCE

Question. Lieutenant General Jackson, will you provide a list of the recommendations of the National Commission on the Structure of the Air Force that the Air Force Reserve has already executed the implementation of or are planning to execute, and how you have or will do so? Will you also provide a list of other initiatives you have already executed or are planning to execute to pursue Total Force Integration? (Same question went to NGB)

Answer. The Air Force believes the Total Force cannot succeed without all three components—the Active, Guard and Reserve—each providing its unique value to the

nation. Each component is equally represented within the Total Force—Continuum (TF-C) working group, in its efforts to address two lines of effort (LOE) initially established by the Total Force Task Force (TF2). Through these LOEs the TF-C will develop recommendations that maximize the contributions of the Total Force, eliminate cultural and organizational barriers to effectiveness, and provide cost-savings opportunities that minimizing risk to Air Force capability.

The TF-C identified 10 National Commission on the Structure of the Air Force (NCSAF) recommendations as initiatives currently being implemented, or planned for implementation. These recommendations are:

1—*Cost Approach (DOD tasking)*.—Department of Defense (DOD) should formally adopt the “fully burdened cost” approach to calculating military personnel costs, and it should apply analytic methods that focus on appropriate outputs along with life-cycle costs.

6—*Staff Integration*.—The Air Force should integrate the existing staffs of Headquarters Air Force, the Air Force Reserve, and the Air National Guard.

8—*Full-Time and Part-Time mix*.—The combination of full-time and part-time positions should be determined for each unit depending on weapon system requirements, deployment, and rotation schedule based on optimum matching of the needs of the Air Force, family, and employers.

18—*Total Force Competency Standards*.—Commander, Air Education and Training Command (AETC) in coordination with the Assistant Secretary of the Air Force for Manpower and Reserve Affairs and AF/A1, should develop a Total Force competency standard for officers, non-commissioned officers, and enlisted Airmen across all specialties and career fields before the end of fiscal year 2016.

19—*Access to Non-Residence Education*.—Commander, AETC should ensure that revised curriculum and competency standards are achievable by appropriately structured non-resident education programs equally accessible to personnel of all components.

23—*Non-Disclosure Agreements*.—The Secretary of the Air Force should discontinue use of Non-Disclosure Agreements in the corporate process.

34—*Integrated Personnel Management*.—The Air Force should unify personnel management for all three components under a single integrated organization (A1) in the Headquarters Air Staff.

35—*Integrated Pay/Personnel*.—The Air Force should accelerate the development of an Integrated Pay and Personnel System.

39—*Continuum of Service*.—Implement a pilot project of Continuum of Service that demonstrates the ability of an Airman to transition more seamlessly among the three components.

40—*Active Duty Service Commitment*.—The Air Force should revise the rules for current Active Duty Service Commitments to enable members to meet the commitment in some combination of Active, Reserve, and Guard service.

The Air Force is committed to a comprehensive assessment of NCSAF recommendations, sensible application where it makes sense, and enduring focus on leveraging the Total Force.

QUESTIONS SUBMITTED BY SENATOR THAD COCHRAN

815TH TACTICAL AIRLIFT SQUADRON, KEESLER AFB, MS

Question. General Jackson, when force moves are recommended, they should be based on solid operational and cost analysis. We are still waiting to see such analysis for the 815th Tactical Airlift Squadron at Keesler. For the record, please provide the committee with the detailed analysis used to formulate your recommendation to disestablish the 815th and to move the 10 C-130Js to the 913th Airlift Group. A side-by-side cost comparison between maintaining the aircraft at Keesler and the proposed alternative of moving the 10 aircraft to the 913th Airlift Group would be appreciated.

Answer. Decisions regarding C-130 force structure were driven by the fact that the Air Force has excess tactical airlift capacity. The Mobility Capabilities Assessment-18 published May 1, 2013 determined “. . . there is no surge scenario associated with the current defense strategy—even one in which a significant homeland defense event occurs concurrently with two warfights requiring a fleet of 358 C-130s. This includes accounting for C-130s dedicated to the Army’s direct support mission.” In fact, the report finds that the Air Force requires no more than 320 C-130s, and as few as 248.

Framed in this operational context, the fiscal year 2015 President’s budget request proposes retiring 47 C-130Hs and redistributing several aircraft and units in

an effort to comply with the Budget Control Act's fiscal limitations. Inherent in the budget request is the Air Force Total Force Proposal (TFP) that directs a number of moves, to include actions within the C-130 fleet to distribute aircraft and missions across existing Air Force Reserve basing infrastructure. The reassignment of 10 Air Force Reserve Command (AFRC) owned C-130Js is part of this plan, but is distinct because it is a fiscal year 2014 program change notification vice part of the fiscal year 2015 President's Budget request. By not moving the 10 C-130Js to Little Rock Air Force Base (AFB), Arkansas, the AFRC presence would go away with the divestment of the 12 C-130Hs and the Air Force would lose out on the Total Force benefits of the integration of Reserve, Guard, and Active Component Airmen at the "Home of the Herk."

The fiscal year 2013 National Defense Authorization Act accepted the fiscal year 2013 TFP which included the inactivation of the 815th Airlift Squadron at Keesler AFB, Mississippi (10 × C-130J), divestment or transfer of the 440th Airlift Wing's 12× C-130H aircraft at Pope Army Air Field, North Carolina, and transfer of (10 × C-130J) aircraft from the 815th Airlift Squadron to Pope Army Airfield. In February 2014, the Air Force notified Congress of its intent to alter the destination of the 815th Airlift Squadron's aircraft from Pope Army Airfield to Little Rock AFB.

On April 23, 2014, members of the Air Staff briefed the SAC-D Subcommittee staff on the analysis behind the movement of the C-130Js from Keesler AFB to Little Rock AFB. The data provided detailed the facts and background on the shifting of the C-130s to include the overall C-130H/J aircraft flow and cost savings realized through the total C-130 Enterprise decisions that have been made.

We continue to assess our plan in light of fiscal year 2015 National Defense Authorization Act and Defense Appropriations Bill language and stand ready to provide further analysis as needed.

81ST TRAINING WING, KEESLER AFB, MS

Question. General Welsh and Lieutenant General Jackson, in your posture statements, you each stressed the importance of training. I'm quite proud of the 81st Training Wing at Keesler Air Force Base, which offers cutting-edge technical, cyber, and medical training programs and was designated as the Center of Excellence for electronics training. Can you comment on the extent to which these programs contribute to air and space superiority for our Air Force?

Answer. The Air Force is very proud of the 81st Training Wing along with all of our Air Education and Training Command wings. Every Airman gets their start in Air Education and Training Command. In fiscal year 2013, at Keesler Air Force Base alone, the 81st Training Wing graduated over 30,000 students from nearly 300 resident and non-resident courses, supporting 60 distinct Air Force Specialty Codes (types of technical jobs). Keesler Air Force Base trains the full spectrum of service members that both directly and indirectly support the Air and Space superiority mission including medical professionals, airfield operations and maintenance, Battlefield Airmen, personnel, finance, weather, and the entire spectrum of initial skills cyber operations.

Keesler's role in training and developing Airmen is vital to maintaining our superiority over any adversary. All of our weapon systems use some form of technology for which the 81st Training Wing provides trained Airmen across many disciplines, including trained cyber Airmen to maintain and operate these complex systems. The wing's training directly contributes to operations. For example, our Keesler-trained cyber Airmen maintain encryption devices used onboard the F-22 and F-35 aircraft, our latest generation jet fighters. Without trained Airmen from the 81st Training Wing, we could not launch these aircraft and maintain our edge in air superiority. More broadly, the 81st Training Wing provides the foundational initial cyber skills training for producing and establishing the enduring and sustainment portion of cyber Airmen required to fill a significant portion of U.S. Cyber Command's cyber mission force teams. The on-going standup of the cyber mission forces is yet another way we will maintain superiority over our adversaries in the future, and the 81st Training Wing is essential to training the best Airmen in cyber in how to lead the way.

QUESTIONS SUBMITTED BY SENATOR LISA MURKOWSKI

MILITARY SUICIDES

Question. Lieutenant General Jackson, lately the majority of attention has been focused on the military sexual assault dilemma, and rightly so, but the suicide issue has continued to plague our military and veteran populations. In the Air Force

alone, suicide has taken the lives of almost 100 Airmen a year since 2010. This year, there have already been over 15 suicides in the first two and a half months, more than double the rate over the same period last year. Unfortunately, the Reserve component has mirrored the active component in this tragic area, with a significant number of suicides every year and trending upwards. I have heard from numerous Veteran and military support groups in Alaska and it sounds like there is a disconnect in suicide awareness and prevention efforts between the active component and the Reserve Component. Like the active force, your operations tempo has been extremely high over the last decade plus of war and our Reserve Component forces have answered the call in tremendous fashion. But unlike the active force, the Reserve Component has a limited ability to reach out to their forces and ensure they are cared for after deployments.

What are you doing to address this horrific problem and where can we help you get things under control? (Note: Same question to General Grass and Lieutenant General Clarke)

Answer. We are saddened by every loss of life in our Air Force Reserve (AFR) family regardless of the circumstances. To combat and minimize suicide in the AFR, a tremendous amount of effort has been placed into our Air Force Reserve Suicide Prevention Program (AFRSPP). AFRSPP is broad-based, multi-faceted and builds on the Air Force's Suicide Prevention Program in ways that are specifically designed to appeal to Reserve Airmen.

We ask America's Citizen Airmen to maintain a unique "reserve-work-life balance" between their Air Force duties, their civilian employer and their families. Maintaining this balance can sometimes be a challenge. Programs such as the Employer Support of the Guard and Reserve (ESGR) and "Hero2Hired.jobs" are critical in helping our Airmen deal with life-changing events such as deploying and transitioning to or from the civilian workforce.

The AFR is leveraging today's technology to further support our reserve-work-life balance by offering the Wingman Toolkit, found at <http://AFRC.WingmanToolkit.org/>. The Wingman Toolkit is our online resource designed around comprehensive fitness and the four areas of physical, mental, spiritual and social well-being. Resources include articles, videos, Web site links, resiliency training, a mobile phone app, a sexual assault resource page, and a "Get Help" bell with the National Suicide Prevention Lifeline for those that may need immediate help. The Wingman Toolkit is one of many efforts to ensure our Citizen Airmen's comprehensive fitness, by building a strong Wingman culture of Airmen proactively taking care of themselves and each other.

In addition to the Wingman Toolkit, the AFR provides the Psychological Health Advocacy Program (PHAP) to aid Airmen and families. PHAP assists our members and their families by locating appropriate resources through free and confidential regional teams, available 24/7. Our nurse case facilitators offer resource referrals for any life stressor, from family counseling and deployment support to suicide prevention and substance abuse. In fiscal year 2013, only the second year of the program, the cases increased by 91 percent to more than 1,100, and the number of mental health cases increased by 142 percent to over 300. These increases are a result of more members taking advantage of this important service, which is making a direct impact on our member's lives. Our Citizen Airmen have come to appreciate the PHAP motto that "you and your family are not alone."

Taking into account the limited ability to reach out to our Airmen compared to our active duty counterparts, we continually strive to improve our programs, focusing on getting Reservists the help they need before a crisis occurs. We constantly advocate prevention and early help-seeking with vital resources such as our Chaplains and medical professionals. For the past 2 years, the Air Force Reserve Command (AFRC) Chaplain Corps' Suicide Prevention Action Plan (SPAP) has provided support for resilience and suicide-prevention through targeted Reserve Personnel Appropriation supported funding (\$1.2 million in fiscal year 2013 and \$1.1 million in fiscal year 2014). We currently have 19 chaplains and chaplain assistants supporting 11 AFRC units. In addition, the AFR funded 29 director of psychological health positions across the United States in fiscal year 2013. To date, 13 of the 29 positions have been filled or have candidates identified, with another three in the hiring process. These directors are fully credentialed mental health providers who are immediately available to Air Force Reserve members at risk.

We also have developed a very successful Yellow Ribbon Program, which promotes the well-being of Airman and the people who support them. Furthermore, it connects them to local resources before, during, and after deployments. The importance of the Yellow Ribbon Program for our deploying members was demonstrated last fiscal year as 2,273 AFR members attended 57 events, along with 3,685 family members. Our member satisfaction rate of 92 percent is a testament to the value of the

Yellow Ribbon Program in supporting our Citizen Airmen, their families and employers throughout the deployment cycle. In 2013, the AFR's Yellow Ribbon Program was the first to begin using a scanner system to track events and their attendees. Coupled with pre- and post-event surveys, this provides Yellow Ribbon administrators information to build more effective future events. The result is better programming for breakout sessions and more efficient use of taxpayer dollars.

We sincerely appreciate your offer to assist with our suicide prevention efforts. In addition to your support of the Yellow Ribbon Program, one suggested area of focus is on the part-time Airmen who are struggling with the stress involved in obtaining full-time civilian employment. Anything Congress can do to improve the employment situation for Reservists and Guardsmen in need would be welcomed.

FURLOUGH OF GUARD AND RESERVE TECHNICIANS

Question. Lieutenant General Jackson, one of the things that really pained me during last summer's furloughs and the government shutdown that followed was that the civilian technicians were not exempted from the furlough nor were they as a group deemed essential during the shutdown. Earlier this year I had an opportunity to speak with an Alaska Air Guard technician who serves as an Operations Officer with the rescue squadron. In spite of the importance of his job he was neither exempted from furlough nor deemed essential in the early days of the shutdown. None of this makes sense to me. It seems to me that the mission responsibilities of the technician workforce are so intimately tied to the military personnel who work alongside them that the technicians as a group should be exempted from furlough and deemed essential in the case of a lapse in appropriations.

Would you disagree with this proposition? (Note: Same question to General Grass)

Answer. Our Air Force dual status technicians serve in a wide range of occupations from engineering and logistics to healthcare and personnel support. While in an active duty status, technicians are not subject to furlough. While in a civilian status, they are covered by Title 5 regulations and, like all other Federal civilian employees, are subject to furlough as a result of any lapse in appropriations.

Federal activities are significantly curtailed during lapse in appropriations. As a well settled matter of law, a Federal agency may not incur a financial obligation unless (1) it has statutory authority to obligate funds in advance of appropriations; (2) such actions are necessary to address threats to life, property, or national security; or (3) the functions are necessary to discharge the President's Constitutional duties and powers. Activities deemed to fall under one of these categories are called "exemptions." Additionally, undertakings funded through monies not appropriated or by appropriations not affected by the lapse may also continue. Failure to abide by the rules would constitute an acceptance of voluntary services and a potential Antideficiency Act violation.

In determining exemptions from the 2013 furlough necessitated by lapse in appropriations, the Air Force followed the Department of Defense (DOD) Contingency Guidance for Continuation of Essential Operations in the Absence of Available Appropriations, September 2013. This document provided detailed guidance for identifying those missions and functions of the Department that may continue to be carried out in the absence of available appropriations. According to this guidance, DOD appropriated-fund civilian personnel, including military technicians serving in a civilian capacity, who are not necessary to carry out or support excepted activities, are to be furloughed. Only the minimum number of civilian employees necessary to carry out excepted activities will be exempt from furlough. To apply these provisions, the law requires that an agency look at the activities a given employee is performing. In this way, it is the activity that a particular employee is performing that is "excepted," not the employees themselves. In following this guidance, the Air Force determined that not all military technicians were necessary to carry out excepted activities. Therefore, dual status technicians serving in Operations Officer civilian positions were subject to furlough, on a case by case basis, during the 2013 government shutdown.

The Air Force Reserve (AFR) shares your concerns and seeks to ensure dual status military technicians are exempt from furloughs during a lapse in appropriations to the greatest degree authorized under the law. The AFR is currently staffing a request for the Department to reconsider its government shutdown policies in order to better manage its dual status technicians during a lapse in appropriations.

SUBCOMMITTEE RECESS

Senator DURBIN. We will be working closely with you as we face the challenge of the next fiscal year budget. Thank you very much. This meeting of the subcommittee stands adjourned.

[Whereupon, at 11:23 a.m., Wednesday, April 2, the subcommittee was recessed, to reconvene subject to the call of the Chair.]